

Planning Committee

AGENDA

Friday 2 February 2018

10.00am

- | | Page |
|--------------------------------------------------------------------------------------------------------|--------|
| 1. To receive apologies for absence and introductions | |
| 2. To receive declarations of interest | |
| 3. To receive and confirm the minutes of the previous meeting held on 5 January 2018 (herewith) | 3 – 10 |
| 4. Points of information arising from the minutes | |
| 5. To note whether any items have been proposed as matters of urgent business | |

MATTERS FOR DECISION

6. **Chairman's Announcements and Introduction to Public Speaking**
Please note that public speaking is in operation in accordance with the Authority's Code of Conduct for Planning Committee. Those who wish to speak are requested to come up to the public speaking desk at the beginning of the presentation of the relevant application
7. **Request to defer applications included in this agenda and/or to vary the order of the Agenda**
To consider any requests from ward members, officers or applicants to defer an application included in this agenda, or to vary the order in which applications are considered to save unnecessary waiting by members of the public attending
8. **To consider applications for planning permission including matters for consideration of enforcement of planning control:**
- | | |
|---------------------------------------------------------------------|---------|
| 1) BA/2017/0405/FUL Study Centre, Burnt Hill Lane, Carlton Colville | 11 – 39 |
| 2) BA/2017/0404/FUL Carlton Marshes Nature Reserve | 40 – 59 |

	Page
Carlton Colville - Habitat creation	
3) BA/2017/0392/FUL Land North of Tonnage Bridge Cottage, Oak Road, Dilham	60 – 73
4) BA/2017/0474/FUL 21A Church Close, Chedgrave	74 – 87
5) BA/2017/0454/COND Hoveton Marshes, Horning Road, Hoveton	88 – 99
6) BA/2017/0068/FUL Broadland Hoarding Solutions, 19 Station Road, Reedham	100 – 113
7) BA/2017/0496/FUL Pumping Station, Low Road, Strumpshaw	114 – 124
8) BA/2017/0475/FUL Griffin Lane, Thorpe St Andrew, Norwich	125 – 131
9. Enforcement Update Report by Head of Planning (herewith)	132 – 134
10. Duty to Cooperate: Norfolk Strategic Planning Framework – Official Endorsement Norfolk Strategic Planning Member Forum – Terms of Reference Report by Planning Policy Officer (herewith)	135 – 137

MATTERS FOR INFORMATION

11. Appeals to the Secretary of State Update Report by Administrative Officer (herewith)	138 – 139
12. Decisions made by Officers under Delegated Powers Report by Head of Planning (herewith)	140 – 143
13. To note the date of the next meeting – Friday 2 March 2018 at 10.00am at Yare House, 62-64 Thorpe Road, Norwich NR1 1RY	

Broads Authority
Planning Committee

Minutes of the meeting held on 5 January 2018

Present:

Mr M Barnard	Mr H Thirtle
Prof J Burgess	Mr V Thomson(Minutes 10 – 14)
Mr W A Dickson	Mrs M Vigo di Gallidoro
Ms G Harris	

In Attendance:

Ms N Beal – Planning Policy Officer (Minutes 6/11)
Mrs S A Beckett – Administrative Officer (Governance)
Mr S Bell – for Solicitor
Ms A Cornish – Planning Officer
Mr A Ellson – Senior Ranger deputising for the Head of Ranger Services
Mr T Risebrow – Planning Officer (Compliance and Implementation) (Minute 6/9)
Ms M-P Tighe – Director of Strategic Services

6/1 Apologies for Absence and Welcome and Appointment of Acting Chairman

The Director of Strategic Services welcomed everyone to the meeting.

Apologies had been received from Sir Peter Dixon, Mr Paul Rice and Mr Vic Thomson (although he was expected to arrive later in the meeting).

In view of the Chairman and Vice-chairman not being available, the Director of Strategies asked for nominations to appoint an acting Chairman for the meeting.

Mr Haydn Thirtle proposed, seconded by Bill Dickson the nomination of Jacquie Burgess. There being no other nominations, it was

RESOLVED

That Jacquie Burgess be appointed as Acting Chairman of the Planning Committee for this meeting.

Jacquie Burgess in the Chair.

6/2 Declarations of Interest

Members indicated they had no further declarations of interest to declare other than those already registered and as set out in Appendix 1 to these minutes. A general declaration of interest was made on behalf of all the Committee in relation to 6/11 Wroxham Neighbourhood Plan as one of the properties mentioned as part of the Authority's Local List was owned by a member of the Navigation Committee.

6/3 Minutes: 8 December 2017

The minutes of the meeting held on 8 December 2017 were agreed as a correct record and signed by the Chairman.

6/4 Points of Information Arising from the Minutes

Minute 5/8 (4)(5) and (6) BA/2017/0404/FUL and BA/2017/0405/FUL Carlton Marshes Nature Reserve and BA/2017/ 0392/FUL Land at Tonnage Bridge, Dilham

It was confirmed that the site visit will take place on Friday 19 January 2018 starting at the Authority's offices at 9.30am. Details have been sent out.

No further points of information were reported.

6/5 To note whether any items have been proposed as matters of urgent business

No items of urgent business had been proposed.

6/6 Chairman's Announcements and Introduction to Public Speaking

(1) The Openness of Local Government Bodies Regulations

No member of the public indicated that they would be recording the meeting.

The Chairman gave notice that the Authority would be recording the meeting. The copyright remained with the Authority and the recording was a means of increasing transparency and openness as well as to help with the accuracy of the minutes. The minutes would remain as the matter of record. If a member of the public wished to have access to the recording they should contact the Monitoring Officer

(2) Public Speaking

The Chairman reminded everyone that the scheme for public speaking was in operation for consideration of planning applications, details of which were contained in the Code of Conduct for members and officers. (This did not apply to Enforcement Matters.)

6/7 Requests to Defer Applications and /or Vary the Order of the Agenda

The Chairman commented that she did not intend to vary the order of the agenda or defer consideration of the applications.

6/8 Applications for Planning Permission

The Committee considered the following applications submitted under the Town and Country Planning Act 1990, as well as matters of enforcement (also having regard to Human Rights), and reached the decisions as set out below. Acting under its delegated powers the Committee authorised the immediate implementation of the decisions.

The following minutes relate to further matters of information, or detailed matters of policy not already covered in the officers' reports, and which were given additional attention.

- (1) **BA/2017/0268/FUL Wayford Marina, Wayford Road, Wayford Bridge, Stalham** Redevelopment of the Existing Wayford Marina to include an improvement to the facilities, allow public access and the construction of an additional workshop, office and toilet.
Applicant: Wayford Marine Ltd

The Planning Officer explained that the application was before members as it was a major application.

The Planning Officer provided a presentation and assessment on the proposals for the continued use of, and improvements to the boatyard, comprising the erection of three buildings and other improvements to allow for a total of 79 moorings for a variety of uses –hire, sale, and customer/public use. The application also sought to discharge an existing Section 52 Agreement, the precursor to a Section 106 Agreement to ensure that the storage of boats was controlled so as to avoid an unacceptable impact on navigation.

She explained that the boatyard had recently changed hands and the new owners were keen to rationalise the operation of the yard and improve the facilities to increase the viability of the site which had unfortunately not been realising its full potential in recent years. This involved tidying up the site, providing more undercover storage, improving the mooring provision, making the slipway available for use by the public as customers of the boatyard and contributing to the tourism industry with the continued provision of day boats for hire and the creation of visitor moorings.

The Planning Officer commented that since the report had been written, no further comments had been received. She explained that the Highways Authority had objected to the original application since this included holiday accommodation and it was anticipated that this would result in unacceptable additional traffic being generated. However, the

applicant had withdrawn this element of the application and therefore the Highways Authority had removed their objection. She referred to the shared access to the site explaining that this was a civil matter and would be dealt with under the correct legislation, but was not a planning material consideration.

The Planning Officer addressed the main issues for consideration of the application namely the principle of the development; impact on navigation; highways impact; design and materials; landscape and trees; ecology; and floodrisk and took account of the comments and objections received. With regard to the Section 52 Agreement, this was no longer required and any matters which it had originally covered regarding the protection of the navigable river could be more effectively achieved by conditions and the applicant was amenable to this. She concluded that the application was in general accordance with policy and could be recommended for approval subject to conditions as outlined within the report, with an additional condition concerning the use of the slipway.

Members considered that the amount of investment proposed in association with this application and the additional facilities to be provided was extremely important and was to be welcomed. They were reassured that with the Authority's regular monitoring programme in place and the vigilance of the Authority's Rangers, the development could be controlled and the conditions were enforceable. Members also considered that the biodiversity measures, as part of the application were imaginative and to be welcomed.

It was clarified that the use of the slipway was not to be for general "public use" but would be integral to the boatyard for customers of the boatyard. The Planning Officer explained that the additional condition was at the request of the Chairman of the Committee, was integral to the existing overall plans and was a means of reinforcing those plans. Therefore the wording would clarify this to ensure that the slipway would remain accessible in perpetuity for the use of customers to the boatyard.

Haydn Thirtle proposed, seconded by Bill Dickson and it was

RESOLVED unanimously

that the application be approved subject to conditions as outlined within the report subject to the discharge of the Section 52 Agreement, and the conditions outlined within the report and an additional condition regarding the accessibility of the slipway for the use of customers to the boatyard.

In the opinion of the Local Planning Authority the proposed development is in full accordance with Policies CS1 Landscape Protection and Enhancement, Policy CS3 The Navigation, CS4 Creation of New Resources, CS6 Historic and Cultural Environments,

CS9 Sustainable Tourism, CS14 Water Space Management, CS17 Access and Transportation, CS23 Economy and CS20 Rural Sustainability of the Core Strategy and Policies DP1 Natural Environment, DP2 Landscape and Trees, DP4 Design, DP5 Historic Environment, DP11 Access on Land, DP29 Development on Sites with a High Probability of Flooding, DP12 Access to the Water, DP13 Bank Protection, DP14 General Location of Sustainable Tourism and Recreation Development, DP16 Moorings, DP20 Development on Waterside Sites in Commercial Use, including Boatyards and DP28 Amenity and the NPPF.

- (2) **BA/2017/0389/FUL and BA/2017/0390/LBC Common Farm, Silver Street, Fleggburgh**, Demolition of workshop building, renovation of farmhouse and construction of single storey link extensions to farm buildings, convert to domestic use. Replacement cattle shed and farm storage buildings.

Applicant: Mr Peter Flowerdew

The Planning Officer provided an outline presentation of the proposals to restore, renovate and convert a complex of Grade II listed farm buildings and farmhouse, which had been the subject of concern to the Heritage Asset Review Group for some time, and for the erection of a replacement cattle shed and farm storage building. The District member, Haydn Thirtle had advocated a site visit since the actual fragile condition of the house and the site was of concern. The Parish Council would be conducting their own site inspection.

Haydn Thirtle proposed, seconded by Mike Barnard and it was

RESOLVED unanimously

that the application be the subject of a site visit to take place on 19 January 2018 and included in the day for the site visits to Carlton Marshes and Dilham.

6/9 Enforcement of planning control – non-compliance with planning conditions: Barnes Brinkcraft, Hoveton

The Committee received a report and detailed presentation on the breach of conditions as part of planning permission granted in July 2017 (BA/2017/0155/FUL) at the Barnes Brinkcraft site in Hoveton for a mooring basin, configuration of moorings and location of pontoon. The cumulative effect of the changes that were made was that there was an adverse impact on the navigation channel, by the encroachment of the extended land by about 1.2 metres from that which had been granted permission, the incorrect positioning of the mooring pontoons on the pilings and the encroachment effect of vessels mooring on the additional new pontoon, all of which caused concerns over safety.

The Navigation Committee had considered the matter at its meeting on 14 December 2017 and together with the Head of Ranger Services, the Navigation Officer, emphasised that this area was subject to a high level of traffic and expressed concern that any encroachment into the river at this already narrow channel represented a real hazard to boats navigation. Any reduction in the width of the river would lead to congestion in traffic and reduction in manoeuvrability.

Members were in accordance with the views of the Navigation Committee. They acknowledged and welcomed the continued investment in the site by one of the largest hire boat operators. However, the Committee felt very strongly that the encroachment of this unauthorised development into the navigation area was deemed unacceptable for reasons of health and safety issues. They were keen for officers to seek a negotiated settlement but were concerned that a resolution was sought and achieved prior to the start of the holiday season, bearing in mind that this began with Easter at the end of March 2018.

Members noted that the Authority had navigation powers with regard to safety aspects, but it was important that the planning issues were resolved and regularised in conjunction.

RESOLVED

- (i) that the unauthorised development at Barnes Brinkcraft into the navigation area is unacceptable;
- (ii) that officers are authorised to negotiate the restriction on the vessel length, an agreed mooring configuration, a scheme of management in respect of the pontoon, and the removal of the build-out;
- (iii) that officers provide a verbal update on negotiations at the next Planning Committee meeting on 2 February 2018 and provide a written report for the Committee on 2 March 2018 on progress and potential resolution.

6/10 Enforcement Update

The Committee received an updated report on enforcement matters already referred to Committee.

With reference to the **Wherry Hotel, Oulton Broad**, The Planning Officer assured members that progress was being made. The key issue in being able to process and approve the application related to resolving the landscaping scheme which had been partly hindered due to the legal conflict over access and car parking with the owner of the boathouse adjacent to the site. A meeting was due to be held in the following week beginning 8 January 2018 with the landscape architects.

There were no further updates to report.

RESOLVED

that the report be noted.

**6/11 Consultations Documents Update and Proposed Responses:
Wroxham Parish Council: Wroxham Neighbourhood Plan Sustainability
Appraisal Scoping Report**

The Committee received a report setting out the proposed Authority response to Wroxham Parish Council's Neighbourhood Plan Scoping Report.

RESOLVED

that the Authority endorse the proposed response as set out in the report subject to amendments to some minor typographical errors.

6/12 Appeals to Secretary of State Update

The Committee received a report on the appeals to the Secretary of State against the Authority's decisions since May 2017.

RESOLVED

that the report be noted.

6/13 Decisions Made by Officers under Delegated Powers

The Committee received a schedule of decisions made by officers under delegated powers from 23 November 2017 to 14 December 2017.

RESOLVED

that the report be noted.

6/14 Date of Next Meeting

The next meeting of the Planning Committee would be held on Friday 2 February 2018 starting at 10.00 am at Yare House, 62- 64 Thorpe Road, Norwich.

The meeting concluded at 11.14 am.

CHAIRMAN

Code of Conduct for Members

Declaration of Interests

Committee: **Planning Committee**

Date of Meeting: 5 January 2018

Name	Agenda/ Minute No(s)	Nature of Interest (Please describe the nature of the interest)
Haydn Thirtle	6/8(2)	BA/2017/0389/FUL Borough and County Councillor for the area. Attended a meeting of the Parish Councils and a public meeting on the application. Have also spoken to the applicant.
All Members	6/11	General Interest: Wroxham Neighbourhood Plan: one property: The Sherriff House, owned by a member of the Authority's Navigation Committee.

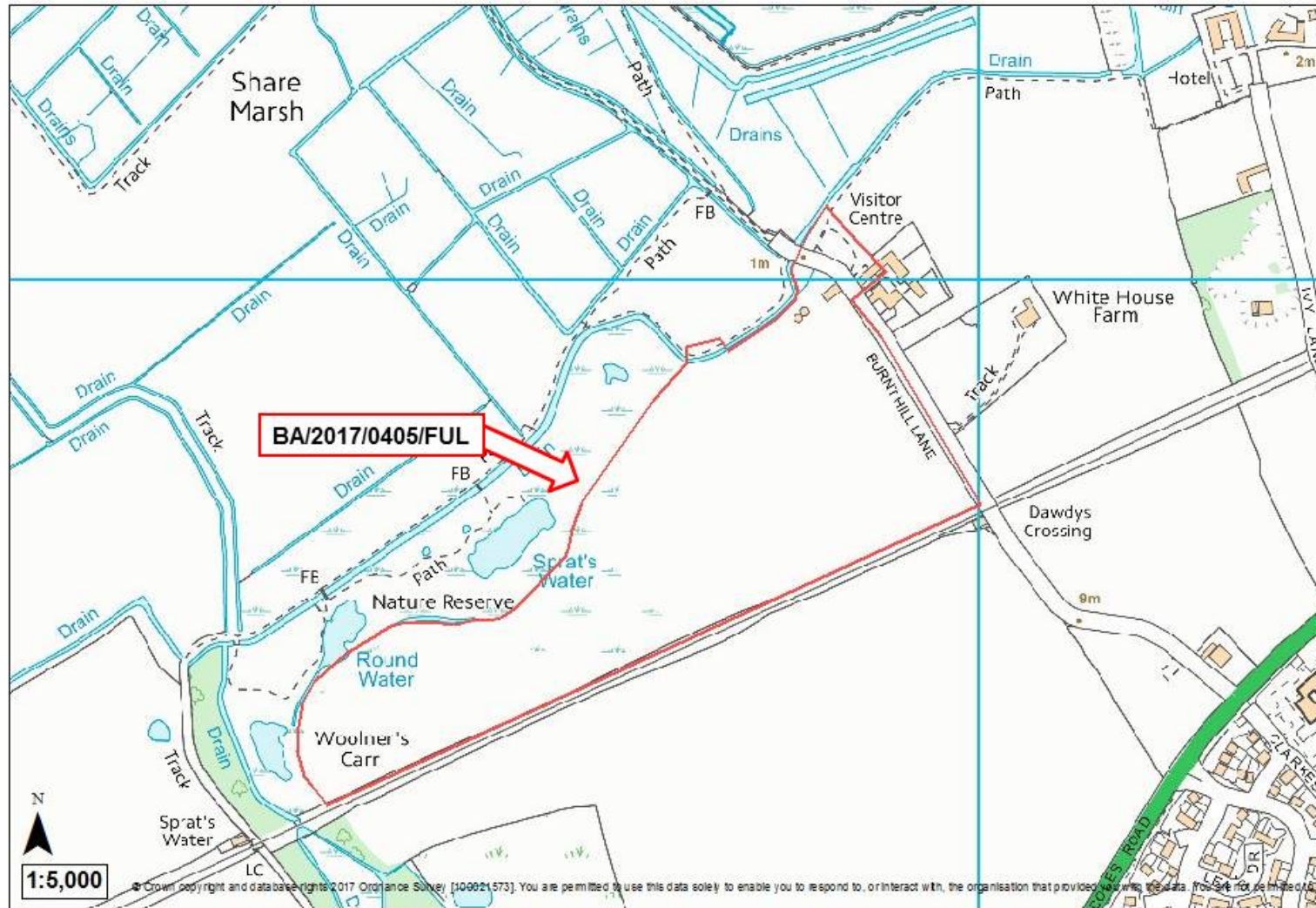
Reference:

BA/2017/0405/FUL

Location

Study Centre, Burnt Hill Lane, Carlton Colville

BA/2017/0405/FUL - SWT Study Centre



Application for Determination
Report by Planning Officer

Parish	Carlton Colville
Reference	BA/2017/0405/FUL Target date 13 February 2018
Location	Study Centre, Burnt Hill Lane, Carlton Colville
Proposal	Erection of a new 'gateway' visitor centre building with viewing deck and outdoor play area for the Suffolk Wildlife Trust Oulton and Carlton Marsh Reserves, including a shop and café, and short term accommodation for the interns working with the Trust. An associated new parking area with a new access from Burnt Hill Lane. Change of use of the existing education centre to a single dwelling and conversion of the existing car park area to part domestic garden and car parking associated with the new dwelling, with the remainder reverting to agricultural land.
Applicant	Mr S Aylward
Recommendation	Approve subject to conditions
Reason for referral to Committee	Major Application, Departure (part) and representations received

1 Description of Site and Proposals

- 1.1 The subject comprises an area of land to the southern edge of the existing Suffolk Wildlife Trust Carlton & Oulton Marshes Nature Reserve site and encompasses the existing education centre and car park. The site is bounded by Burnt Hill Lane to the east, the Oulton Broad South to Beccles railway line to the south, and Landspring Drain to the north and west. The land rises gently from north to south. In addition there is the existing education centre area which is located on the opposite side of Burnt Hill Lane.

- 1.2 The application site as existing comprises an area of 11.33 hectares made up of arable fields and part nature reserve, with the nature reserve element being designated as Sprat's Water and Marshes Site of Special Scientific Interest (SSSI), Broadland Special Protection (SPA) Broads Special Area of Conservation (SAC), and a Ramsar site. Within the arable fields section is a derelict and crumbling farmhouse, and three grain silos. The existing education centre is part of an old barn complex, the remainder of which is in

private residential use. The car park for the centre and nature reserve visitors lies to the front (north) of the education centre.

- 1.3 The SWT nature reserve comprises a number of interlinked or adjacent marshes across a wide expanse of marshland, separated by dykes and drains. The primary route into the nature reserve is via the existing education centre which also features a sizeable car park. The nature reserve currently covers 254 hectares, but SWT is in the process of purchasing an additional 144 hectares which is proposed to convert to areas of reedbed, wet grassland, and fen meadow, an application for which is under consideration under ref BA/2017/0404/FUL.
- 1.4 The proposal is for a new visitor centre building 90m to the south-west of the existing education centre, adjacent to and running parallel with Landspring Drain. In addition to providing resources for visitors to the nature reserve it will also provide a café and shop. The centre will include a large education room, an external education pavilion, a viewing deck facing north across the reserve, a staff room, and storage areas. For unpaid interns working with Suffolk Wildlife Trust two short term bedsit units are proposed.
- 1.5 The existing education centre has a footprint of approximately 207sqm, the proposed visitor centre would have a useable footprint of approximately 448sqm, but taking into account the roof overhang and covered walkways the overall footprint would be approximately 744sqm. The maximum width of the building would be approximately 56 metres, with a depth of approximately 12.5 metres. The height varies due to the proposed design and the sloping nature of the site, the maximum height of the building at its western (tallest) end would be 7.95m, with the main section of the building having a maximum height of 6.25m. The façade of the building would be a mix of frameless structural glass and vertical timber cladding, with a zinc roof.
- 1.6 The proposed visitor centre is a long and narrow building with a central element which runs parallel to Landspring Drain and two wings which are angled gently inwards. It features a 'big wing' mono-pitched roof which runs conversely to the gradient of the land and appears almost level. The building is sited so that the central element is positioned where there is a gap in the trees along Landspring allowing maximum enjoyment of views across the nature reserve, with the wings partly hidden by the trees. The scale of the building is such that it sits comfortably below the tree canopy. The building benefits from a timber terrace which surrounds the building and includes a platform which projects outwards and partly over Landspring.
- 1.7 At ground floor the building is in two sections with an opening through the building at the eastern end of the central element, the design draws focus to the central element which is envisaged as a gateway to the nature reserve as well as providing the main entrance to the visitor centre. The main part of the ground floor section provides the visitor information, café, and education facilities, the smaller ground floor section provides toilets, storage, and office space. The first floor is sited atop the smaller ground floor section and so is

confined to the east wing of the building, with the roof gently sloping upwards at this end, but again comfortably below the tree canopy.

- 1.8 The building is described as a high-quality and sensitive modern design, contrasting with the traditional buildings to the east. It is designed to sit low in the landscape with a muted presence and a scale closely related to the scale and pattern of the row of trees.
- 1.9 Immediately south of the proposed visitor centre is a 'discovery play landscape' which would fill the space between the visitor centre and railway line to the south. The play landscape will predominantly be formed by grass slopes and ramps.
- 1.10 A new car parking area will be provided to the east of the proposed visitor centre, with a new access from Burnt Hill Lane a short distance to the south. The car park would provide 50 parking spaces and 2 coach spaces close to the visitor centre and a further 8 parking spaces close to the entrance from Burnt Hill Lane. In addition there are 65 overflow parking spaces on an area of grass between the new access road and Burnt Hill Lane.
- 1.11 It is proposed to change the existing education centre to a single residential dwelling along with conversion of part of the existing car park area to provide a garden and parking area for the new dwelling, with the remainder of the car park reverting to agricultural land.
- 1.12 Other works include the widening of Landspring Drain where it passes the proposed visitor centre, the provision of improved disabled access, and fencing and access gate along part of Burnt Hill Lane.
- 1.13 The removal of the three grain silos and derelict farmhouse form part of the proposed works.
- 1.14 This application runs parallel to an application for habitat creation under planning ref BA/2017/0404/FUL.
- 1.15 Planning Committee Members undertook a site visit to the application site on 19 January 2018 and the notes of that visit are attached as Appendix 1.

2 Site history

- 2.1 In 2017 a screening opinion request was submitted regarding proposed visitor centre and car park (BA/2017/0288/SCREEN).
- 2.2 In 2016 pre-application advice was given in relation to a new visitor building, car park and possible residential uses of the existing building (BA/2016/0063/PREAPP).

3 Consultation

- 3.1 Consultations received

Carlton Colville Town Council - Response in support of the application.

Oulton Broad Parish Council - No objection.

BA Historic Environment Manager - No objection to this proposal which is welcomed as a very positive outcome in design terms and can therefore be recommended for approval subject to conditions.

BA Landscape Officer - The visitor centre will not be visually intrusive in the long-distance views and the localised visual impact could be mitigated by proposed mounding and screen planting. The play landscape could have an engineered appearance at odds with the location. The location of the car park is acceptable but could be better screened with planting. Overall the visual effect of the development overall is likely to be low/moderate even though it is located within a highly sensitive and designated landscape due to its scale relative to the local context. Generally the development would benefit from additional screen planting around parking areas, and along the boundaries with the Lane and railway line.

BA Ecologist - The HRA and ecology report is clear and comprehensive and provides a firm basis for approval of this application. I am satisfied that with the mitigations in place, the increased visitor use will have negligible impact on the site features, and will therefore not lead to any significant 'in combination' impacts on the reported features.

SCC Highways - The proposed access is at an angle that makes observing the northerly visibility splay difficult for motorists. It is also unclear what visibility splays can be achieved from the proposed access. Please amend the access so that it is more perpendicular to Burnt Hill Lane and provide visibility splays in accordance with DMRB requirements for the traffic speed of Burnt Hill Lane.

SCC Archaeological Service - This site lies in an area of archaeological potential recorded on the County Historic Environment Record. Prehistoric (Neolithic and Bronze Age) remains have been found nearby. The site is also near an area of post medieval banks and ditches. Also, the waterlogged nature of marshes can provide a unique environment for organic remains preservation. Thus, there is high potential for the discovery of below-ground heritage assets of archaeological importance within this area, and groundworks associated with the development have the potential to damage or destroy any archaeological remains which exist. Any permission granted should be the subject of a planning condition to record and advance understanding of the significance of any heritage asset before it is damaged or destroyed. Two planning conditions and on informative proposed.

Environmental Health - The applicant should submit the appropriate contamination assessment. The NPPF [para. 121] requires that the applicant submits adequate site investigation information and that the land should not be capable of being determined as contaminated land. Suitably worded

conditions are required to ensure that contamination is assessed at the site and any necessary remediation, validation and monitoring is secured. Five planning conditions proposed.

Natural England - We welcome and support this exciting project by Suffolk Wildlife Trust to create a new visitor centre, facilities and experience at its nature reserve provided that the measures contained in the Habitats Regulations Assessment Information Report are implemented in full. Your authority, as competent authority under the provisions of the Habitats Regulations, has screened the proposal to check for the likelihood of significant effects. Your assessment concludes that the proposal can be screened out from further stages of assessment, Natural England concurs with this view.

In terms of Protected Landscapes we support the assessment, made by the Broads Authority's landscape architect regarding the application and agree with proposed conditions regarding the play-moulding and car parking.

Environment Agency - We have no objection to the proposal subject to the condition described below regarding flood risk being included in any permission granted. We also offer advice regarding the private treatment plant. To comply with national policy the application is required to pass the Sequential and Exception Tests and be supported by a site specific Flood Risk Assessment (FRA).

3.2 Representations received

Four responses were received from residential neighbours which are summarised as follows:

- Visibility at the junction of Burnt Hill Lane with the A146 is poor.
- Concern over lack of modifications to Burnt Hill Lane.
- Lack of turning area for refuse lorries and other large vehicles.
- Conversion of the current education centre should be within existing building envelope.
- Proximity of the proposed car/coach park to residential properties and gardens raise serious concerns related to visual impact, noise and pollution.
- Parking could be provided elsewhere on the site, suggestions of further west and south (away from residential properties).

One response was received from a local business stating the following:

It is hard to overstate the importance of these proposals to the Southern Broads. The opportunity to create a single large 1,000 acre nature reserve will provide a welcome and needed boost both for Broads Tourism as well as the local economy around Oulton Broad. This ambitious project will not only offer an additional attraction for existing visitors to the Broads, but will also attract wildlife enthusiasts who may be drawn to the Broads for the first time.

The wide diversity of new habitat creation is applauded, and the circular walks and viewing structures which form part of the proposals will encourage visitors to explore the reserve and learn about the wildlife on our doorstep; such education will be to the long-term benefit of the Broads.

This is a very exciting project for the Broads and we wholeheartedly support it.

A response was received from Lord Somerleyton who commented that the proposal presents an opportunity to create a new nature tourism destination for the southern Broads that will benefit the wider tourist economy and support the strategic objective of developing a sustainable tourism economy in the southern Broads.

4 Policies

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[NPPF](#)

Core Strategy (adopted 2007) [Core Strategy Adopted September 2007 pdf](#)

CS1 - Landscape Protection and Enhancement
CS2 - Nature Conservation
CS4 - Creation of New Resources
CS5 - Historic and Cultural Environments
CS6 - Archaeology
CS9 - Sustainable Tourism
CS11 - Tourism Development
CS16 - Access to Facilities
CS17 - Recreational Access
CS22 - Sites in Employment Use
CS24 - Location of residential development

Development Management Policies DPD (adopted 2011)
[Development-Management-DPD2011](#)

DP1 - Natural Environment
DP2 - Landscape and Trees
DP3 - Water Quality and Resources
DP4 - Design
DP11 - Access on Land
DP27 - Visitor and Community Facilities
DP29 - Development on Sites with a High Probability of Flooding

- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

Core Strategy (adopted 2007)
CS19 - Location of Visitor and Tourism Services
CS20 - Development within Flood Risk Zones

- 4.3 The following Policies have been assessed for consistency with the NPPF which has been found to be silent on these matters. Paragraph 14 of the NPPF requires that planning permission be granted unless the adverse effects would outweigh the benefits.

Development Management Policies DPD (adopted 2011)
DP12 - Access to the Water

- 4.4 Other Material Considerations

NPPF [NPPF](#)

Landscape Character Assessment Area 6. Waveney Valley – Boundary Dyke Barnby to the Fleet, Oulton.

- 4.5 Neighbourhood plans

There is no neighbourhood plan in force in this area.

5 Assessment

- 5.1 The proposal is for a new visitor centre building, an outdoor play area, a new car park with newly created access from Burnt Hill Lane, and provision of fencing and access gate. The application includes improvements to disabled access and the widening of Landspring Drain where it passes the proposed visitor centre. The existing education centre would be converted to residential. A derelict farmhouse and three grain silos within the site area would be removed. These various elements will be considered separately.
- 5.2 The main issues in the determination of this application are the principle of the development, site layout and design issues, impact on the character and appearance of the area, highways implications, impact on residential amenity, the effect on biodiversity and designated sites, and flood risk.

Principle of Development

- 5.3 The proposed works are part of a major scheme which would result in the Carlton Marshes site almost doubling in size. In terms of the principle of development, Suffolk Wildlife Trust (SWT) currently manages substantial areas of land in this location but does not have a visitor facility which is functional or appropriate for the type of visitor destination which a nature reserve of the type and size envisioned would require. The proposed visitor centre would deliver the kind of facilities which are commonly expected from a destination such as this and is reasonably comparable in terms of provision of facilities at equivalent nature reserve sites (eg the Norfolk Wildlife Trust site at Cley Marshes). The visitor centre would improve on the facilities currently available at the education centre thereby ensuring that the contribution to education endures. It would contribute to the provision of a gateway facility, encouraging people to visit, understand, and enjoy the nature reserve. The

proposal would also contribute to creating a more accessible visitor destination through the improvement of disabled access and views across the reserve.

- 5.4 The location of the nature reserve is on the edge of Carlton Colville and close to Lowestoft, it has good access via footpaths and the cycle network, in addition to benefitting from a pedestrian/cycle ferry from Waveney River Centre which is sited to the west of Peto's marsh. Although it is expected that the majority of visitors would arrive by car, the site does offer a reasonable range of access opportunities. Importantly the proposal contributes to enabling visitors to access and appreciate this asset and experience landscapes and biodiversity which are emblematic of the Broads National Park, this provides for two of the statutory purposes, and in having no impact on interests of navigation (as the third equal purpose) is therefore considered acceptable in principle.
- 5.5 The existing use of the land which is the subject of this application is agricultural. The retention of land in agricultural use is supported by national policy with the NPPF stating in paragraph 112 that 'Local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality'. The site area of 11.33 hectares is not considered significant in terms of size, Natural England maps show that the land is not the best and most versatile agricultural land, and the benefits of the proposal in economic and biodiversity terms, are considered to be sufficient to allow for a loss of this portion of agricultural land in this location. The proposed development is therefore considered acceptable in principle with regard to Policies CS9, CS10, CS11, and CS19 of the Core Strategy, DP14 of the Development Management Policies DPD, and the NPPF.

Site Layout

- 5.6 The proposed visitor centre is sited 90 metres to the west of the existing visitor centre. When considering the layout of the SWT Carlton Marshes Nature Reserve, the use of surrounding land, and existing accesses to this area, this is the only practical site for such a development. The proposed visitor centre is adjacent to Landspring Drain which at this section marks the transition from marshes to upland areas. SWT are keen to maximise the location potential which works in two ways - firstly, it ensures proximity to the reserve and allows for inclusion of a viewing platform which allows for uninterrupted views across parts of the reserve; secondly it ensures that the visitor centre sits reasonably low in the landscape and when viewed from the reserve would have fields and the edge of Carlton Colville as its backdrop.
- 5.7 The location of the visitor centre utilises a gap in the row of trees which run along this section of Landspring Drain, this allows for the uninterrupted views out which provides a good level of interaction between the visitor centre and the nature reserve it serves, the trees also contribute to the setting of the visitor centres, allowing it to blend with its environment to a reasonable extent,

blurring the wings and lessening its perceived mass. The siting by the trees also allows for the adjacent car park to remain reasonably well hidden by existing landscape features.

- 5.8 The 'discovery play landscape' would have a reasonably soft appearance, with the harder elements located close to the visitor centre which ensures they remain reasonably well hidden from a landscape point of view. The location of the play area is such that it provides a good interaction between the steady presence of the visitor centre and the adjacent pockets of trees, meadows, and designated marsh and water elements.
- 5.9 The layout of the site is therefore considered to be a carefully managed approach which seeks to maximise the site potential and provide an appealing destination point, whilst striking a reasonable balance with the location on the edge of a nature reserve and ensuring that the wider landscape and potential impacts are well considered.

Visitor Centre - Design

- 5.10 The proposed visitor centre building has been designed specifically to ensure that the visual impact responds to its setting. It is a long low building which sits below the surrounding tree canopy and is partly hidden by the trees to ensure it assimilates well in its setting, this is augmented by the use of predominantly natural and soft materials which respond well to the landscape and setting. The BA Historic Environment Manager commented that the proposed building and associated landscaping to its immediate environs are considered to be a sensitive yet positive intervention within the landscape. The building is contemporary in terms of form, detail and material (glass, timber and zinc) and is a specific response along with the modified landscape to this sensitive site. The way that the building plan form and the landscaping mirror one another and integrate visually together will help assimilate the building within the immediate landscape in a very pro-active way.
- 5.11 The real key to the success of the design is the way that the modified landscaping provides a transition between the built form and the wider setting of the marshes which are generally open in character. The transition is important in that it introduces the distinctive plan form of the building into the landscape through the use of similar shaped yet naturally visually softer mounds and banks before the "high activity" part of the site then transits to the wider unmodified marsh landscape allowing for quieter and less intense activity within this more tranquil part of the reserve.
- 5.12 The design as proposed provides a sizeable building, however, given the scale of landscape and the site setting in this location, the proposed building is not considered to be excessive. The form of the building itself breaks the relatively large mass of it - the use of angles breaking the mass of the building in long views to it as well as creating visual interest in terms of the composition of the elevations. The fenestration pattern introduces another dimension and has been designed to allow both unobstructed wide and more focussed views from the building. The materials will add a further dimension

introducing matt and reflective qualities and light and shade to the building. Finally the monopitch roof with its large overhang gives a very grounded appearance to the building again helping integrate it visually into its landscape setting.

- 5.13 There is no doubt that the building is of a high quality in terms of its design and has been carefully and thoughtfully produced to react to and sit within its specific landscape setting, making prudent use of the existing landscape features and screening parts of its southern façade through the existing tree line. It will of course be visible and it will represent a fairly significant change within that landscape. The consideration given to the visual relationship of the building and its' surroundings is welcomed and this careful consideration will result in a building which makes a very positive contribution to the character of the immediate site and wider broads setting.
- 5.14 Taking into account the above analysis it is considered that the proposed visitor centre in terms of site layout and design is acceptable and in accordance with Policies CS1 and CS4 of the Core Strategy, Policy DP4 of the Development Management Policies DPD, and the NPPF.

Visitor Centre - Uses

- 5.15 The proposed visitor centre would replace the existing education centre so that the presence of SWT on site is retained. The existing education facilities would be significantly improved which provides a valuable asset for schools. Included is an education pavilion which allows for outdoor learning, this is sited adjacent to the visitor centre and is suitably designed and located. For members of the public there is an interpretation space to provide an introduction to the whole of the reserve, provision of a retail space and café, and the provision of unisex WCs. This would significantly improve the visitor experience in addition to attracting visitors to the site. The proposed uses are considered to be typical of visitor centres of a reasonable size and complementary to the purpose of the centre in attracting visitors to the nature reserve and augmenting their experience.
- 5.16 The facilities outlined above are all at ground floor level. There is a small first floor area which provides a plant room and two bedsit units for unpaid interns working for the Trust on a short-term basis. Being unpaid, the provision of accommodation is important in attracting candidates, which in turn promotes the viability of the operation, whilst retaining the interns on site is positive from a sustainability point of view. Further, their presence on site does have benefits from a security point of view, although little weight can be given to this as no argument has been made regarding the need for a permanent on-site presence. Given the limitations of the accommodation provided, the short-term occupation of the units by any one individual, and the very low scale provision, it is considered that the inclusion of two bedsits is acceptable subject to condition to ensure the use remains as proposed.

Visitor Centre - Landscape

- 5.17 A Landscape and Visual Impact Assessment has been submitted with the application, this along with the submitted plans and supporting documents has been assessed by the BA Landscape Architect. It is considered that the proposed visitor centre in the edge of marsh location at the transition point between the marshland and relatively low valley side, together with the scale and massing of the building is acceptable. The building is long and low, and related to the scale and pattern of the row of trees in which it would sit. It would not break the horizon from middle distance views and the LVIA conclusions that the building's form will not be visually intrusive in the long-distance views and the localised visual impact could be mitigated by proposed mounding and screen planting are supported. Taking this assessment into account it is considered that the proposed visitor centre is acceptable in terms of landscape impacts and in accordance with Policies CS1 and CS4 of the Core Strategy, Policy DP2 of the Development Management Policies DPD, and the NPPF.

Outdoor Play Area - Landscape

- 5.18 The proposed outdoor play area would be sited immediately south of the visitor centre. In essence it comprises two sections, firstly adjacent to the centre is a more conventional provision of harder elements such as a log walk, climbing wall, and rope play net. These could potentially be more intrusive given their appearance, but would remain reasonably well hidden from a landscape point of view as a consequence of their siting on the lower part of the site and adjacent to the visitor centre. The second element is the 'discovery play landscape' immediately south of the more conventional provision, which is in the form of different size crescent slopes and mounds covering an area of approximately 2.9 hectares. Around the perimeter area are areas for picnics, seating, and a path which links to the paths into the nature reserve.
- 5.19 The play landscape is a sizeable addition to the landscape but has been deliberately designed to mirror the visitor centre with gently angled mounds aping the form of the visitor centre to achieve some level of visual integration. It is considered that this will help assimilate the building within the immediate landscape in a very pro-active way and provide a transition between the built form and the wider setting of the marshes which are generally open in character. The proposed mounds are predominantly formed of grass banks, with occasional retaining walls and an ecological retaining wall comprising stacked logs. Views from the marshes will be fronted by the visitor centre and the trees along Landspring Drain, and although the land rises to the south of Landspring it is not so significant as to place the play landscape in a conspicuous elevated position. In addition the backdrop is of the railway line and the northern edge of Carlton Colville, so when viewed from the marshes the site is seen in a context of other built development. It is therefore considered that the proposed outdoor play area is acceptable in terms of landscape impacts with regard to Policies CS1 and CS4 of the Core Strategy, Policy DP2 of the Development Management Policies DPD, and the NPPF.

Car Park and New Access - Landscape

- 5.20 The proposed car park is sited close to the visitor centre, this allows for reasonable proximity between the two, and also ensures that the car park is lower down in the site as well as being closer to the road and surrounding built forms, thus ensuring that it has limited impact on the wider landscape. It is also proposed for the car park to be dug down into the site to reduce landscape visual impact. This part of the site is reasonably well screened to the north although improvements could be made to the area adjacent to the lane through thickening the existing hedgerow alongside the lane with additional tree and hedge planting to better screen parking from neighbouring properties.
- 5.21 Access to the car park is via a new access road leading off Burnt Hill Lane which is sited approximately 175 metres south of the existing education centre access, and nearly opposite the entrance to White House Farm. The access road runs broadly parallel to Burnt Hill Lane so would not appear incongruous when viewed from surrounding land. Planting is proposed around the entrance which would assist in screening the proposed fences and gate, along with the area of out of hours parking provision. It is therefore considered that the proposed car park and access is acceptable in terms of landscape impacts with regard to Policies CS1 and CS4 of the Core Strategy, Policy DP2 of the Development Management Policies DPD, and the NPPF.

Car Park - Residential amenity

- 5.22 The existing car park provides 35 spaces immediately north of the education centre; the proposed car park would provide 50 parking spaces and 2 coach spaces close to the visitor centre and a further 8 parking spaces close to the entrance from Burnt Hill Lane. In addition there are 65 overflow parking spaces on an area of grass between the new access road and Burnt Hill Lane.
- 5.23 The existing car park is site approximately 17 metres from the nearest residential property, whilst the proposed car park achieves a minimum separation of approximately 35 metres, which would be, in addition, on the opposite side of Burnt Hill Lane. Whilst it is acknowledged that the level of car parking is increased, along with visitor numbers, the greater separation is considered to be adequate to overcome concerns of an unacceptable impact on residential amenities.
- 5.24 Concerns have been raised by neighbouring residents regarding visual, noise, and air pollution impacts. In the residential properties the majority of windows are at ground floor level and boundary treatments at those properties and along the application site boundary would limit views in and visual impact. Taking into account the pattern of visits to a nature reserve, it is anticipated that arrivals and departures would be spread across the day which would limit any concentration of unacceptable levels of noise or disturbance. In terms of air pollution the proposed car park is sited further from residential properties than the existing one, and it is noted that in moving the access point, cars will no longer drive past the residential properties adjacent to the education

centre. The overflow car park predominantly maintains greater separation than the regular car park and is only anticipated for use when larger events are held. The existing hedgerow alongside the road would benefit from being thickened with additional tree and hedge planting to better screen parking from neighbouring properties which would assist in allaying some concerns raised, it is proposed to secure this by condition. Taking the existing car park size and siting into account, and having regard to the responses received from neighbouring residents, it is considered that on balance the proposed car park is acceptable in terms of residential amenity, with regard to Policy DP28 of the Development Management Policies DPD.

Change of Use of Education Centre to Residential

- 5.25 The existing education facility forms part of a barn complex which was formerly part of the local farm. The barns have been converted into five residential dwellings accessed from a central courtyard and all with their own private amenity space. The only exception is the SWT education centre which is different in use as well as being slightly different in appearance to the main style of barn within the complex.
- 5.26 Taking into account the principal use of the barn complex, it makes sense in planning terms for the vacated education centre to be converted to a residential unit, this would allow a use comparable and compatible with the other uses within the complex and provide a uniform approach to the site which has the benefit of ensuring that a suitable appearance and form of occupation are maintained.
- 5.27 It is noted that the site is not within a defined development boundary and therefore a change of use to residential would in principle be contrary to Policy DP22. However, the habitat creation and visitor centre works to be undertaken by SWT are the subject of a Heritage Lottery Fund bid, and part of the components of a bid such as this is that any funds are match funded. In order to provide these funds SWT have been fund raising through an appeal, and whilst this will contribute a significant amount, further funding will be required and SWT intend to raise this through the sale of the existing centre. This element is integral to the viability of the project. On balance, it is considered that, taking into account the site specific and application specific circumstances, the proposed change of use to residential is considered acceptable and the departure from policy can be justified.
- 5.28 The internal floor area of the education centre is more than sufficient for providing a residential unit, therefore no extensions are proposed, only alterations to the internal layout. A single change to the external southern elevation is proposed to provide a window opening in place of a pair of boarded doors, this is considered to be in keeping with the character of the property and would not undermine the privacy of neighbouring residents.
- 5.29 To the immediate north of the education centre is the existing car park, approximately half of this will form amenity space and a parking area for the new residential dwelling, using the existing access from Burnt Hill Lane. The

size of the amenity space provision is broadly equivalent to the amenity space at the other residential units. The remainder of the car park will be returned to agricultural use and opened up as part of the larger field to the east. The proposed layout of existing car park is considered to be acceptable in landscape terms as it accords with adjacent development and contributes to a regularised appearance.

- 5.30 Current residents at the barn complex raised concerns regarding refuse vehicles which currently use the education centre car park to turn around, as do other large vehicles. The loss of the car park would remove any possible turning area. These issues were raised by residents with SWT who have proposed a turning area broadly opposite the access to the barn complex courtyard, this would ensure that large vehicles still have an area suitable area for turning.
- 5.31 A bat survey was carried out and no evidence of bats was found in the education centre building. The submitted assessment found that the proposals would be unlikely to impact upon roosting bats and there is no requirement for a Natural England European Protected Species Licence.
- 5.32 The proposed change of use of the existing education centre to a residential dwelling, taking into account the particular funding requirements and the existing uses of the remainder of the barn complex of which it forms a part is considered acceptable with regard to Policies DP1, DP2, DP4, and DP28 of the of the Development Management Policies DPD.

Removal of Grain Silos and Derelict Cottage

- 5.33 The application includes the proposed removal of three grain silos and a derelict cottage (this also described as two cottages). The cottage is only half standing and is in a dangerous state in addition to being a blemish on the landscape, its removal is welcomed. Adjacent to the cottage are three grain silos which do not sit well in the landscape and would be incongruous to the new development on the land, and their removal is welcomed. No evidence of bats emerging from the derelict building was found, although it is recommended that any works to the building should take place outside of the hibernation season (October – March) and outside of the bird breeding season (April – August). There is no requirement for a Natural England European Protected Species Licence.

Highways

- 5.34 The proposed visitor centre would be accessed via Burnt Hill Lane, this runs directly north-west from the A146 and crosses a railway at an unmanned, barrier controlled level crossing on its way to the site. The route of access is the same as for the existing centre with the only change being the siting of the access to the nature reserve car park. It is anticipated that visitor numbers will more than double once the new reserve has become an established feature in the Southern Broads offering, and it is acknowledged that local residents have raised concerns over the suitability of Burnt Hill Lane. The

proposal has been considered by Suffolk County Council as Highways Authority, who are satisfied that the pattern of use would not result in concentration of visitor numbers/times in such a way as to compromise highway safety and that school groups are proposed to comprise a significant % of the anticipated visitor numbers.. An issue was raised in relation to the angle of the access from Burnt Hill Lane to the new access road, it was advised that the entrance should be perpendicular to Burnt Hill Lane, this amendment has been made and as such the proposal is considered acceptable.

- 5.35 Network Rail were consulted over the proposed increase in use of the level crossing on Burnt Hill Lane and raised no objection to the application.
- 5.36 Taking this assessment into account it is considered that the proposed visitor centre, car park and access road are acceptable in highway terms and in accordance with Policy CS16 of the Core Strategy and Policy DP11 of the Development Management Policies DPD.

Visitors to the site

- 5.37 The proposal seeks to provide good access around the visitor centre and surrounding walkways to suit people of all abilities. In conjunction with the parallel application for habitat creation (BA/2017/0404/FUL) this will markedly improve access around the site and enjoyment of the site compared to the existing situation without compromising the biodiversity interest.
- 5.38 Research submitted as part of this proposal indicates that visitor numbers are expected to significantly increase from 50,000 per year to 120,000 per year as a result of the enlargement of the reserve and habitat creation (considered under the parallel application BA/2017/0404/FUL), and the provision of much improved visitor facilities, the subject of this application. Increased recreational pressure has the potential to result in a number of different impacts on various ecological receptors including increased tramping of fen vegetation and disturbance of breeding birds. Potential impacts have been catalogued and addressed, and a suite of mitigation measures proposed which will limit potential impacts to a level which is considered appropriate to the status and operation of the site. The proposed mitigation measures are considered appropriate and their implementation will be subject to a planning condition.
- 5.39 Having regard to the above it is considered that the proposed scheme and consequent projected increase in visitors will not have an unacceptable impact on biodiversity and the protected status of the site, the proposal is therefore, subject to mitigation, considered to be in accordance with Policy DP1 and DP11 of the Development Management Policies, and CS11 of the Core Strategy.
- 5.40 The path at the southern edge of Share Marsh includes elements within the designated area (SSSI, SAC, SPA, and Ramsar site), there is an existing surfaced path which is sited north of Landspring Drain, this also runs along a

boundary of the designated area and also partly through it. The proposed path would provide the opportunity to create a circular walk utilising these two surface paths, but to link the two paths would require the installation of 80m length of timber boardwalk across an area of wet woodland which is within the designated area. The submitted documents state that the installation of the boardwalk will require the removal of a small number of semi mature alder trees plus the crossing of a shaded ditch and the south-west corner of Round Water. From Round Water it will continue along the route of the existing nature trail, which comprises short mown grass, before crossing through an area of tall reed and sallow scrub to link with the existing public footpath to the north of the Landspring. To cross Landspring an earth bund with culverted pipe would be installed with the boardwalk atop. The proposed works and potential impacts on the designated sites have been assessed and no objections were raised from relevant consultees. The boardwalk would utilise natural materials, its design and route selection has minimised the overall length as well as the amount of vegetation clearance that is required, and taking into account the improvement in terms of access and understanding of this section of the site, is considered to be acceptable with regard to the site designations, subject to appropriate mitigation.

- 5.41 Having regard to the above it is considered that the proposed development will improve the landscape character of this site, and would provide notable improvements to the access and enjoyment of the site befitting its nature reserve operation. The proposal is therefore considered acceptable with regard to Policies DP2 and DP4 of the Development Management Policies DPD, Policies CS1, CS4, CS11, and C16 of the Core Strategy, and the NPPF.

Biodiversity

- 5.42 The main thrust of the overall scheme, comprising the two parallel applications, is to provide the visitor with a comprehensive experience of a mosaic of wetland habitats to exist alongside and complement the existing nature reserve.
- 5.43 Consideration must be had through extensive surveys for potential negative impacts associated with the construction period. This informs a mitigation scheme which would ensure that no significant residual impacts during construction occur. The BA Ecologist commented that the HRA and ecology report is clear and comprehensive and provides a firm basis for approval of this application.
- 5.44 The proposal will involve the widening of the Landspring Drain which forms the boundary of the designated sites and the installation of the decking in front of the centre partially over Landspring. The proposed widened portion is 29 metres in length, this will ultimately create additional habitat. In addition a ramped access is proposed at the western end of the widened Drain. There is potential for impacts during construction phase but subject to appropriate mitigation this will not have an unacceptable impact on the designated sites.

- 5.45 Two species of rare mollusc were recorded in the section of the Landspring Dyke which will be affected by the proposed development. It is proposed that molluscs will be translocated to suitable habitat close to the proposed donor area. The implementation of mitigation measures will ensure that there will be no adverse impact on the integrity of the designated site in relation to the rare invertebrates qualifying feature.
- 5.46 Otters are known to forage across Carlton Marshes and the surrounding area, although no evidence of them was found along the Landspring Dyke during the survey in 2017. Mitigation measures are proposed to ensure that construction activities do not result in any impact on otters.
- 5.47 Construction of the visitor centre could result in potential sources of disturbance to nesting and wintering birds, it is considered that sufficient habitat is available an acceptable distance from the construction area, therefore construction activities are not likely to result in an adverse impact on nesting and wintering birds.
- 5.48 There is the potential for harm to exist in the form of visitors to the site and it is important that this aspect is managed. Mitigation measures are proposed to address potential impacts, such as restricting access to the most sensitive areas of the site. The BA Ecologist commented that 'I am satisfied that with the mitigations in place, the increased visitor use will have negligible impact on the site features, and will therefore not lead to any significant 'in combination' impacts on the reported features'.
- 5.49 Having regard to the above it is considered that the proposed scheme will not result in an impact on the integrity of the designated sites on its own, and there are no pathways for in-combination effects. Subject to appropriate mitigation measures the development is considered to be in accordance with Policy DP1 of the Development Management Policies DPD, Policy CS2 of the Core Strategy, and the NPPF.

Designated sites

- 5.50 In terms of potential impact on the designated areas of the site (SSSI, SAC, SPA, and Ramsar site), these are informed by an HRA the purpose of which is to ensure that the proposals will not have an adverse effect on internationally designated wildlife sites. This assessment has been compiled for Suffolk Wildlife Trust as there is a likely significant effect to an internationally designated wildlife sites as a result of this proposal.
- 5.51 The appropriate assessment has been provided for the Broads Authority and Natural England to consider and it identified a range of impacts that could occur during the construction period and/or the subsequent management of the reserve. Mitigation measures to either avoid or minimise any significant effects as identified have been incorporated into the design and management proposals and it has been concluded that none of the impacts will result in any adverse effects on the integrity of any of the designated sites and their qualifying features (habitats and species).

- 5.52 The BA Ecologist commented that the HRA is clear and comprehensive and provides a firm basis for approval of this application, whilst Natural England, as a statutory consultee, are satisfied that the mitigation measure proposed are acceptable.
- 5.53 Having regard to the above it is considered that the proposal, subject to appropriate mitigation, is unlikely to adversely affect any of the designated sites, namely Broadland Special Protection Area (SPA), Ramsar Site, Broads Special Area of Conservation (SAC) and the Sprat's Water and Marshes, Carlton Colville SSSI. The proposal is therefore considered to be in accordance with the relevant sections of Policy DP1 of the Development Management Policies DPD, Policy CS2 of the Core Strategy.

Flood Risk

- 5.54 The proposed visitor centre is partly located within Flood Zones 2 and 3, the car park and outdoor play areas are located outside these flood zones. A Flood Risk Assessment has been submitted which concludes that the risk of internal flooding can be mitigated by setting floor levels above the design floor level, and that there is no viable risk of pluvial flooding. This has been reviewed by the Environment Agency who raised no objection subject to appropriate conditions.
- 5.55 The visitor centre includes short-term accommodation, so the proposed development requires application of the sequential and exception test as set out in paragraphs 101 and 102 of the NPPF. The sequential test seeks to steer new development to areas with the lowest probability of flooding if reasonable and appropriate sites are available. The exception test requires that the development must provide wider sustainability benefits to the community that outweigh flood risk, and that a flood risk assessment must demonstrate that the development will be safe for its lifetime and not increase flood risk elsewhere. The visitor centre itself is partly located in Flood Zones 2 and 3, however this location has been selected to ensure that the building is at the foot of the low valley side, this would limit potential impacts on landscape character and allow for the building to appear nestled in the tree belt along Landspring Drain, it is therefore considered to be the appropriate location on site for the proposed building. To site the building further north would have impacts on the landscape, and would alter the site layout so that other potential impacts on landscape character would arise. The proposed development would have demonstrable benefits to the public which would outweigh any potential flood risk and the development is considered to be safe for its lifetime, this being informed by a flood risk assessment. The development has been assessed as appropriately flood resilient and resistant, subject to mitigation and conditions.
- 5.56 The existing education centre is located within Flood Zone 1, therefore the conversion to residential is considered acceptable in flood risk terms.

- 5.57 Flood Response Plans have been submitted for the proposed visitor centre and the residential conversion. These include details of the degree of flood risk at the site, list appropriate preparation for flood events, outlines flood evacuation procedures, and shows the proposed route of evacuation. It is noted that during any significant flood events SWT will close the reserve to the public.
- 5.58 Having regard to the above it is considered that the proposal is acceptable and in accordance with Policy CS20 of the Core Strategy, Policy DP29 of the Development Management Policies DPD, and the NPPF.

Foul and Surface Water

- 5.59 For disposal of foul water, connection to the main sewer is not viable because of the significant distance from the main sewer and the need to cross two roads and a railway line which would be cost prohibitive. Foul water from the development will be treated via a package sewage treatment system, water will then be pumped to a ground infiltration system approximately 150m south of the visitor centre from where the treated water will infiltrate back into the soil. The supporting documents contend that an appropriate system combined with a tertiary filtration system would remove sufficient quantities of pollutants including phosphates. It will be necessary to request details of any proposed system to ensure that any discharge is acceptable and will not have an adverse impact on soil quality, habitat, or nearby designated sites.
- 5.60 A geotechnical site investigation was undertaken for the site and this has confirmed that a soakaway system can be utilised for surface water drainage of the new visitor centre site. A sustainable urban drainage system (SUDS) is to be utilised for the car park area to allow the free drainage of surface water. Water from car park surfaces will pass through oil interceptor infrastructure to prevent any such contaminants reaching the SUDs infiltration system. The HRA information concludes that this technique is sufficient to ensure that the proposed development will not result in an adverse impact on the integrity of the designated site in relation to the natural eutrophic lakes qualifying feature.
- 5.61 With regard to the above assessment it is considered that the proposal is acceptable and in accordance with Policy CS4 of the Core Strategy and Policy DP3 of the Development Management Policies DPD.

6 Conclusion

- 6.1 The proposal would be significant in providing a gateway facility to the nature reserve which would allow for improved services for visitors and improved facilities for education. The loss of agricultural land is considered to be acceptable taking into account the benefits of the scheme. The proposal would improve access and visitor experience at the site and related infrastructure including an outdoor play area and car park are considered acceptable. The proposal would not have an unacceptable impact on landscape character of the site and surrounding area, and would not have an unacceptable adverse impact on residential amenity or privacy. It is

considered that there would not be a significant adverse impact on the SSSI and flood risk, and no objection has been raised in terms of highway safety. The change of use of the existing education centre to residential is considered acceptable and would provide vital match funding to help finance the proposed works. Overall the proposals represent a significant advance for the nature reserve and would contribute to the Suffolk Wildlife Trust ambitions in realising its long term plans and aspirations for this site.

7 Recommendation

Approve subject to conditions

- i. Standard time limit;
- ii. In accordance with submitted plans;
- iii. Mitigation measures and monitoring plan;
- iv. Long-term (min. 10 year) combined landscape/ arboriculture/ ecological management plan
- v. Timing for removal of hedgerows, trees, shrubs or climbing plants;
- vi. Details of materials;
- vii. Large scale details of joinery;
- viii. Flood risk measures;
- ix. Finished floor levels;
- x. Timescale for demolition of derelict dwelling and removal of silos;
- xi. Details of type and siting of foul sewage private treatment plant;
- xii. Details of proposed SUDS scheme;
- xiii. Details of planting along Burnt Hill Lane boundary and railway line boundary;
- xiv. Details of signage;
- xv. Details of lighting scheme;
- xvi. Details of boundary treatment to residential;
- xvii. Programme of archaeological work;
- xviii. Contaminated land - site investigation
- xix. Contaminated land - remediation
- xx. Remove permitted development rights; and
- xxi. Restriction on use of bedsit accommodation

Informatives

- i. Environmental Permit
- ii. Effluence discharge
- iii. Archaeological investigation brief
- iv. Demolition process
- v. Working practices

8 Reason for Recommendation

The proposal is considered to be in accordance with Policies CS1, CS4, CS9, CS10, CS11, CS16, CS19, and CS20 of the Core Strategy (2007), Policies DP1, DP2, DP3, DP4, DP11, DP14, DP28, and DP29 of the Development

Plan Document (2011), and the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

Background papers: Application File BA/2017/0405/FUL

Author: Nigel Catherall

Date of Report: 19 January 2018

List of Appendices: Appendix 1 – Location Plan
Appendix 2 – Notes of Site Visit

BA/2017/0405/FUL - SWT Study Centre



PLANNING COMMITTEE

2 February 2018

Note of site visit held on Friday 19 January 2018

**BA/2017/0405/FUL and BA2017/0404/FUL Carlton Marshes Nature Reserve,
Carlton Colville, Oulton Broad**

Erection of new visitor centre and conversion of existing education centre to single dwelling (BA/2017/0405/FUL).

Habitat Creation within two blocks of arable marsh (BA2017/0404/FUL)

Applicant: Suffolk Wildlife Trust

Present:

Sir Peter Dixon– in the Chair

Prof Jacquie Burgess	Ms Gail Harris
Mr Mike Barnard	Mrs Melanie Vigo di Gallidoro (Suffolk
Mr Bill Dickson	County Council

Also Present:

Ms Jill Tyler – Carlton Colville Town Council
Mr Jason Rodwell – Carlton Colville Town Council
Mr Ben Falat – Oulton Broads Parish Council

In attendance:

Mrs Sandra A Beckett – Administrative Officer (BA)
Ms Marie-Pierre Tighe – Director of Strategic Services BA)
Mr Nigel Catherhall– Planning Officer (BA)

Mr Julian Roughton – The Applicant Director Suffolk Wildlife Trust (SWT)
Mr Steve Aylward – The Applicant, Property Services Manager (SWT)
Ms Dorothy Casey – Conservation Officer, (SWT)
Mr Matt Gooch – Carlton Marshes Reserve Warden (SWT)
Ms Jo Shackleton – Education Officer (SWT)
Mr Jeremy Halls – Agent for Applicant BA/2017/0404/FUL

Apologies for absence were received from: Mr Paul Rice, Mr Haydn Thirtle
Mr Vic Thomson and Mr John Timewell.

Apologies also received from Mr Frank Mortimer and Mrs Trish Mortimer, Oulton
Ward, Waveney District Council, Paul Light – Carlton Colville ward, Waveney District
Council

Introduction

The Chairman of the Planning Committee welcomed everyone and invited them to introduce themselves.

The Chairman reminded members of the procedures for the site visit emphasising that it was purely fact finding and no decisions would be made at this visit but the matter would be considered in detail at the next meeting of the Planning Committee on 2 February 2018. He reminded them to avoid discussing the merits of the application, to keep together as a group when moving round the site and not enter into debate. Members were on the visit to aid their understanding of the proposed developments in the context of their rural and isolated locations, and the nature and scale of the works proposed. It was also to make sure that all the relevant factors of the site had been pointed out. They were able to ask questions.

Members met in the existing visitor centre for the Carlton Marshes Nature Reserve of the Suffolk Wildlife Trust. The Planning Officer provided a presentation of the plans for the site. Members were given the opportunity to view the various different elements associated with the two applications with a walk to the site of the application for the proposed new visitor centre and then taken by mini bus to the flood wall to view the second application for habitat creation on Petos Marsh and Share Marsh.

The Site Context and Plans

The Planning Officer provided a detailed power point presentation of both of the applications firstly providing the context of the applications, explaining that the Site was adjacent to the River Waveney and Oulton Broad, the village of Carlton Colville and near Lowestoft at the southern end of the Broads National Park, an important element in the application. The sites of the applications contained or were adjacent to SSSI, SAC, SPA, and Ramsar designations.

BA/2017/0405/FUL Plans of Visitor Centre and associated facilities

The Planning Officer pointed out the site of the proposed new visitor centre to be set in 2.9 hectares, adjacent to the Lands Spring Drain which marked the transition from marshes to upland areas, the access, car parking elements as well as discovery play landscape, and the details of the actual building comprising café, shop, a large education room, external education pavilion, viewing deck facing north across the reserve, a staff room, office and storage areas. The building would also provide accommodation comprising two short term bedsit units for unpaid interns of the SWT.

The Planning Officer provided clarification on the orientation of the building particularly that of the large windows/ glassed areas and viewing points, and the sloping elements of the roofline. He explained that the café area would look out over the Reserve.

The applicants explained the function of the building. The aim of the application was to do more than to provide a building but to provide an improved connection with the landscape and the nature reserve. They wished the centre to be more family

orientated and encourage a wider variety and a broader spectrum of visitors both from the locality and beyond and give them opportunities to explore the landscape as well as the wildlife. At present much of the footfall was school parties and groups.

The applicants also clarified that the Trust had two or three interns per year and these were currently accommodated locally. By providing such facilities on the premises would be more beneficial to the staff as well as help in terms of security. Such facilities were well used at other wildlife reserves and it was expected that these would be fully occupied.

In answer to Members' questions it was explained that there were no plans for solar panels. The building had the advantage of ground source heating and electricity was on a green tariff.

Other aspects of the application included converting the existing visitor centre into residential accommodation as a four bedroomed house. The existing car park would be used for amenity space for the dwelling. This part of the application would be the "enabling development" element and part of the Heritage lottery Funding bid. This aspect would be a departure from the development plan.

Access and Highways

The Planning Officer explained that originally there had been concerns expressed by local residents about the access and they had some issues in relation to the suitability of Burnt Hill Lane and visibility displays. However, the Highways Authority was content with the amendments made and incorporated into the actual application. The route of access would be the same as for the existing centre with the only change being the siting of the access to the nature reserve car park. It was anticipated that visitor numbers would be more than double once the new reserve had become an established feature in the Southern Broads. However, the proposal had been considered by Suffolk County Council as Highways Authority, who were satisfied that the pattern of use would not result in concentration of visitor numbers/times in such a way as to compromise highway safety and that school groups are proposed to comprise a significant % of the anticipated visitor numbers.

Mr Falat from Oulton Broad Parish Council explained the boundary of Oulton Broads Parish Council and that of Carlton Colville. He commented that Oulton Broad Parish Council had supported the application in outline and confirmed that it had been concerned about the exit onto the main road. They had met and been in negotiations with a local bus company with the proposal to have an additional bus stop. They were overall in support of the proposal as it would provide improved tourism access as well as access for the local population.

Ms Tyler from Carlton Colville Town Council commented that the Town Council was fully behind the application seeing it as an excellent additional facility not only for tourism but opportunity to get local people into the countryside.

BA/2017/0404/FUL Plans of Habitat Creation.

The Planning Officer provided a presentation of the Habitat Creation Application BA/2017/0404/FUL which had been prepared by the Trust's staff with the help of Jeremy Halls, (previously involved with the site in relation to BESL flood defence applications) The application involved the creation of predominantly reed bed habitat on Petos Marsh, which had until recently been used as arable, and wet grassland and fen on Share Marsh. The Planning Officer set out the details for the habitat creation involving reinstatement of dykes, open water pools and water control structures. These formed part of the plans to create 1,000 acres of wetland and to make this more accessible to the public. It included the construction of improved access routes, hides and viewing platforms.

On Site context:

Visitor Centre, car park etc. BA/2017/0405/FUL

Following the presentation with additional clarification from officers, Members were able to walk across the lane to the site of the proposed Visitor Centre, the extent of which was marked out by ranging poles. The overall footprint would be approximately 744sqm. The maximum width of the building would be approximately 56 metres, with a depth of approximately 12.5 metres. The height varied due to the proposed design and the sloping nature of the site, the maximum height of the building at its western (tallest) end would be 7.95m, with the main section of the building having a maximum height of 6.25m.

Members walked passed the old existing dilapidated red brick building, formerly farm cottages for White House Farm, noting that this would be demolished. In addition the three green silos adjacent to this would also be removed.

Members noted that the Centre would be set at the bottom of sloping ground at a level higher than the marshes onto which it would look out onto but lower than the residential development to the south. They noted the backdrop of the houses to the south, behind the railway line and A146 road, the SWT workshop barn as well as former barn complex now in residential use immediately behind the existing visitor centre. It was noted that the entire field in which members were standing would be part of the context for the visitor centre and provide an informal play area with low mounds arranged in a rough horseshoe shape. It was noted that these would not be high and would follow the existing contours being mostly of grasses. It was intended that the only structures for play which would not be of natural materials, would be sited nearer to the visitor centre itself and being set in the lowest part of the area, they would not intrude into the wider landscape. It was suggested that about 50% of the building would be screened by trees and the height of the building would be less than two-thirds of the existing height of the trees.

Members noted the siting of the car park designed to provide 50 spaces as well as the overflow parking area in relation to neighbouring properties. This would be screened from the residential area.

On Site Context: Habitat Creation (BA/2017/0404/FUL)

Members took the coach down the track within the reserve to the floodwall at the foot of Petos Marsh. They walked onto the flood wall to get a view of Petos marsh to the north and Share Marsh to the south. They noted the extent of Petos Marsh being bounded by Oulton Dyke to the east and the River Waveney to the west, noting the Waveney River centre as a land mark on the opposite side of the River Waveney. It was noted that the previous landowner had attempted to use Petos Marsh as arable. It was currently an area of rough grassland although reed was naturally growing through. It was intended to restore the area to reed bed, opening up and creating a more detailed dyke system with open water pools. There would be sluices for water management and two open viewing platforms 2.5 – 3 metres in height of Scandinavian design. Members also viewed the Share Marsh area where there would be fewer dykes with a predominance of wet grassland and fen meadow.

From the floodwall, Members were able to view the site of the proposed visitor centre and play area set between trees, behind which would be the proposed car parking area. It was noted that the aim was for this to sit and merge within the landscape.

It was noted that it would be helpful to provide visuals of the hides and viewing platforms during the planning committee presentation for the benefit of members who were not able to attend the visit.

Having viewed the whole site members returned to the coach for departure.

Conclusion and Procedures

The Chairman confirmed that the application would be considered by the Committee at the next scheduled meeting on 2 February 2018. The Chairman thanked everyone for attending the site inspection.

The meeting was closed at 11.45 am.

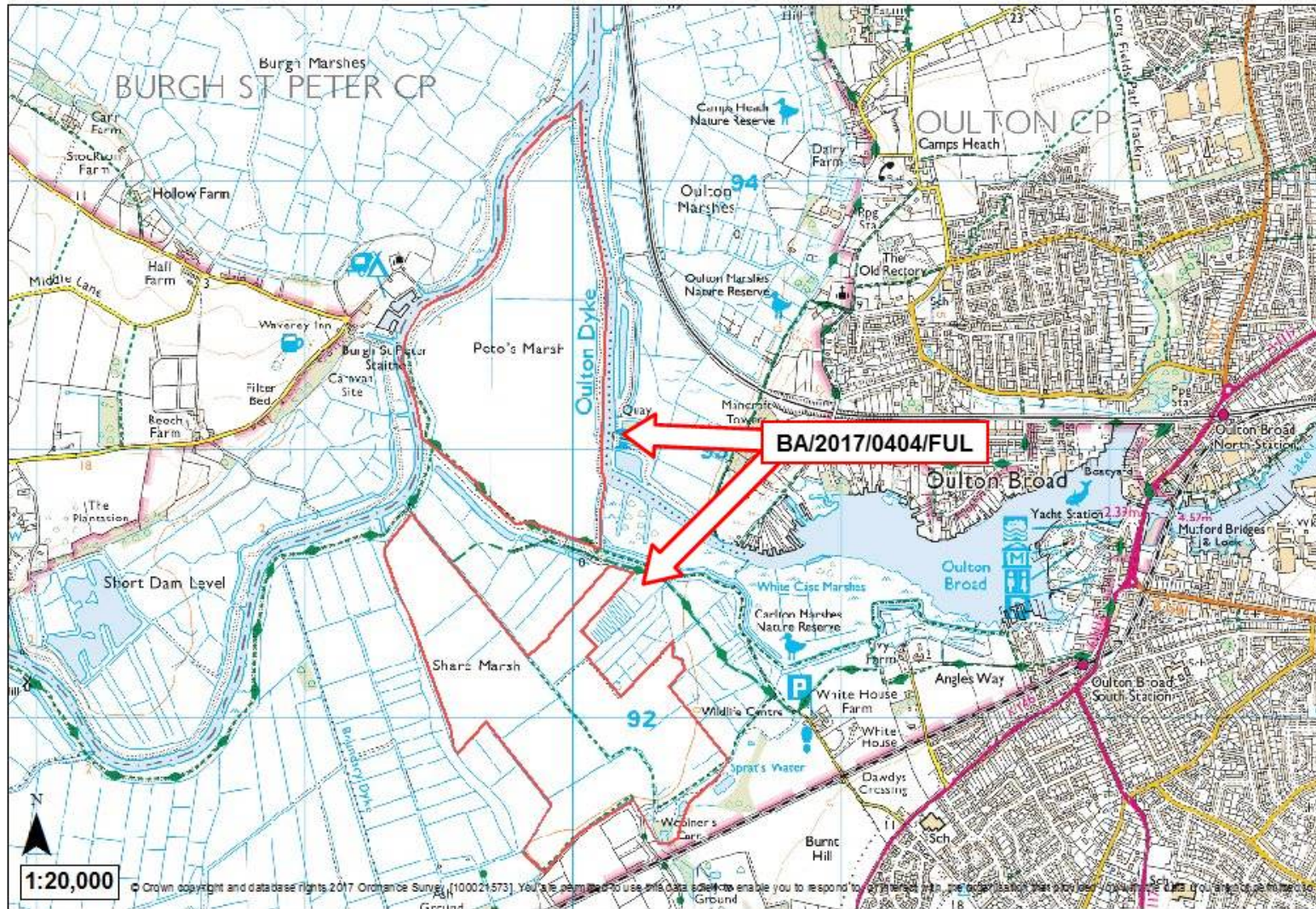
Reference:

BA/2017/0404/FUL

Location

Carlton Marshes Nature Reserve, Carlton Colville

BA/2017/0404/FUL - Carlton Marshes Nature Reserve Lowestoft



Application for Determination
Report by Planning Officer

Target Date	13 February 2018
Parish:	Carlton Colville
Reference:	BA/2017/0404/FUL
Location:	Carlton Marshes Nature Reserve, Carlton Colville
Proposal:	Habitat creation within two blocks of arable marsh. To include earthworks, low-level bunds and water level management structures, including a windpump. Floodbank strengthening, improvements to access routes used by visitors and the construction of six hides and viewing platforms. New boardwalk and widen an existing path.
Applicant:	Suffolk Wildlife Trust
Recommendation:	Approve subject to conditions
Reason for referral to Committee:	Major Application

1 Description of the Site and Proposals

- 1.1 The subject comprises two substantial areas of arable marsh which are adjacent to the existing Suffolk Wildlife Trust Carlton & Oulton Marshes Nature Reserve site, and which the Trust is in the process of purchasing. The overall site is located to the west of Lowestoft, predominantly either side of Oulton Dyke and as far south as the railway line from Beccles to Oulton Broad South.
- 1.2 The existing site comprises Oulton Marshes which is sited to the east and north of Oulton Dyke, White Cast Marshes which is sited to south of Oulton Dyke and east of Slutton's Dyke, and Castle Marshes which is sited approximately 1km to the west and on the southern bank of the River Waveney. The existing site is mostly grazing marsh, but also includes some areas of reedbed, fen meadow, scrub, open water and alder carr within the floodplain.
- 1.3 The subject site is made up of Peto's Marsh comprising approximately 76 hectares in effectively an inverted 'V' shape defined by the River Waveney

and Oulton Dyke, and Share Marsh comprising approximately 68 hectares which is of an irregular shape and is sited to the south of Peto's Marsh and west of White Cast Marsh. The site is a flat area of marshland that was previously under arable cultivation but has now been allowed to revert to rough grassland with not insignificant areas of reed growth. There are a number of foot drains running across each site, and a well established track runs diagonally across Share Marsh.

- 1.4 A small part of the subject site at its south-eastern point is within an area designated as the Sprat's Water and Marshes Site of Special Scientific Interest (SSSI), Broadland Special Protection (SPA) Broads Special Area of Conservation (SAC), and a Ramsar site. The majority of the designated area is sited to the east/south east of the subject site area, this being within White Cast Marsh. Although not currently designated as a Biodiversity Action Plan (BAP) Habitat the site has been identified as having high potential for future designation.
- 1.5 The nature reserve can be accessed by private vehicle via Burnt Oak Lane to the south which leads to the existing education centre or via Church Lane which is sited to the east of Oulton Marshes. The Angles Way footpath runs across the site on a section that runs from Lowestoft to Beccles. A pedestrian/cycle ferry runs from the Waveney River Centre which is located across the River Waveney from Peto's Marsh. There are also moorings available at the Dutch Tea Gardens which is located on Oulton Dyke adjacent to Oulton Marsh.
- 1.6 The site is located within Flood Zone 3.
- 1.7 The primary objective of the scheme is to increase the amount of good quality wetland habitat in this part of the Broads through habitat creation. The existing reserve will almost double in size, and the proposals will significantly improve the overall biodiversity value, as well as making the site more adaptable and resilient to future changes as a consequence of climate change impacts. Planning permission is required for much of the work required to achieve this as these works constitute an engineering operation, whilst other aspects of the scheme are operational development.
- 1.8 A secondary objective, linked to a separate planning application (ref BA/2017/0405/FUL) for a new visitor centre and car park, is to improve access and viewing opportunities for people within the new reserve, without compromising the biodiversity interest. This will be achieved through the extension of existing trails, use of public rights of way, creation of new permissive paths, and the installation of new hides and viewpoints. A report on this separate application is also on the Planning Committee agenda.
- 1.9 A summary of the proposed works is as follows:
 - Major earthworks
 - Low-level bunds and water level management structures comprising a windpump, a penstock weir, and a number of sluices.
 - Floodbank strengthening along the River Waveney and Slutton's Dyke

- Improvements to access routes used by visitors including new and extended hard surfaced paths, new boardwalk and widening of an existing path
 - Construction of six viewpoint structures
- 1.10 Peto's Marsh is proposed as a large reedbed through a combination of reedswamp, dykes and open water pools. The area will be subdivided into four separate management compartments through the installation of a perimeter bund, located just inside the existing soke dyke, and internal bunds. One compartment will have scrapes and low intensity grazing to create wet, tussocky grassland with a reeded fringe. The other three compartments will have deeper pools and wet reed that would be managed by rotational cutting. Part of the historic dyke pattern will also be reinstated, shadows of which can be seen on aerial photographs. Water control structures are proposed, the installation of a wind pump to help with circulation of water, and a penstock sluice on the River Waveney to supply additional water if required, along with weirs and a sluice.
- 1.11 Share Marsh is proposed as the re-instating of wet grassland and fen meadow. This will be established through the addition of 1.6km of new dykes, the widening/re-profiling of existing dykes and foot drains, the excavation of shallow scrapes and turf ponds, and installation of water control structures within dykes. This will replicate the habitats already present on the adjoining part of the existing reserve including the part designated as a SSSI. A raised earth track running parallel to the Share Marsh track and public footpath that runs down to the IDB pump will be provided, this will be used for machinery access in order to minimise tracking on the footpath which could cause damage and conflict with visitor access.
- 1.12 The floodbank strengthening and crest raising involves two areas, one on the River Waveney side of Peto's Marsh (850m), and the other adjacent to Slutton's Dyke (215m).
- 1.13 The new access routes would comprise 650m of hard-surfaced path from the proposed visitor centre, past Sprat's Water and linking to the existing hard-surfaced path adjacent to the Landspring. An 80m long wooden boardwalk through the fen part of Sprat's Water to link two sections of surfaced path and allow a circular walk from the proposed visitor centre. Widening 380m of existing path by 300mm. All other existing and proposed new lengths of path to be maintained as natural vegetation. A new permissive path is proposed across Share Marsh to create a circular walk linked to the main hide.
- 1.14 The proposed six viewpoint structures would comprise two viewing platforms, a tower hide, a main hide, and two open aspect hides.
- 1.15 The applicant has stated that the proposal is Environmental Impact Assessment (EIA) development (as defined in the Town and Country Planning (Environmental Impact Assessment) Regulations 2017). The applicant has stated the following: *A formal screening opinion was not requested from the Broads Authority because Suffolk Wildlife Trust considered that some of the*

proposals represented EIA development because of their nature and the fact that they are within a 'sensitive' area (Broads National Park and designated nature conservation sites). However, a scoping opinion was sought on the 5th May 2017, to ensure that the EIA focusses on those topics and issues where there is likely to be significant environmental effects. This is not a mandatory requirement but is considered to be good practice as part of the wider pre-application consultation with stakeholders.

- 1.16 The scoping opinion stated that the Environmental Statement should pay particular attention to the following matters:
- The impact of the proposals upon the landscape character and landscape fabric of the surrounding area, particularly the impact from the surrounding marshes;
 - The impact of the proposals on the visual amenity of the surrounding area;
 - The impact of the proposal on the biodiversity value of the area, particularly through the creation of pathways and public access.
- 1.17 An assessment of the Environmental Statement and environmental effects is made below in the Assessment section of this report.
- 1.18 This application runs parallel to an application for a new Visitor Centre under planning ref BA/2017/0405/FUL.
- 1.19 Planning Committee Members undertook a site visit to the application site on 19 January 2018 and the notes of that visit are attached as Appendix 1.

2 Site history

- 2.1 In 2017 a scoping request was submitted regarding habitat creation and visitor infrastructure. (BA/2017/0158/SCOPE).
- 2.2 In 2017 planning permission was granted for excavation of a series of ponds to provide material for adjacent flood defence improvements (BA/2017/0147/FUL).
- 2.3 In 2014 planning permission was granted for the construction of a cross wall at the southern end of Peto's Marsh (BA/2014/0039/FUL). This followed an application in 2010 which was subject to a Judicial Review and the planning decision quashed (BA/2010/0048/FUL).
- 2.4 In 2016 pre-application advice was given in relation to a new visitor building, car park and possible residential uses of the existing building (BA/2016/0063/PREAPP).

3 Consultation

- 3.1 Consultations received

Carlton Colville Town Council - Response in support of the application.

District Members - We have no issues with this application and would fully support.

BA Operations Directorate - we have no comments to make on this application.

BA Landscape Officer - The visual effects of the development overall would be minor and are acceptable in the context of the benefits which the development would offer; restoration of lost landscape characteristics of the coastal levels grazing marshes and sinuous drainage ditches, and extending existing wildlife habitats. New structures and interventions are of limited landscape impact and perform important functions, in particular flood prevention and managing water levels to optimise habitat. They would also improve access and viewing opportunities for people visiting the new reserve, without compromising the biodiversity interest.

BA Ecologist - The HRA and ecology report is clear and comprehensive and provides a firm basis for approval of this application. I am satisfied that with the mitigations in place, the increased visitor use will have negligible impact on the site features, and will therefore not lead to any significant 'in combination' impacts on the reported features.

BA Waterways and Recreation - Fully supports the proposed access enhancements, hide and viewpoint locations and surfacing proposals as set out in the documentation and plans. Disappointment that cycling enhancements and further route creation not included.

SCC Highways - The proposal will not impact upon the highway.

SCC Archaeological Service - There is high potential for the discovery of below-ground heritage assets of archaeological importance within this area, and groundworks associated with the development have the potential to damage or destroy any archaeological remains which exist. Any permission granted should be the subject of a planning condition to record and advance understanding of the significance of any heritage asset before it is damaged or destroyed. Two planning conditions and an informative proposed.

Natural England - We welcome and support this exciting project by Suffolk Wildlife Trust to create new habitat and visitor facilities. Your authority, as competent authority under the provisions of the Habitats Regulations, has screened the proposal to check for the likelihood of significant effects, concluding that the proposal can be screened out from further stages of assessment, Natural England concurs with this view.

RSPB - We support the proposal. The proposed habitat creation would significantly enhance the habitat for many species associated with the Broads protected areas. It would make a valuable contribution to work being undertaken as part of the Suffolk Wader Strategy¹ to restore and enhance breeding waders, which have suffered substantial declines in the Broads since the 1990s. The proposed reedbed on Peto's Marsh would also realise

long held aspirations for wetland creation on this site, as set out in the 'Opportunities for Wetland Enhancement in Broadland' leaflet (2006). We are pleased that impacts to the skylark population on Peto's Marsh will be mitigated through the inclusion of skylark plots on appropriate land elsewhere.

Environment Agency - We have no objections to the proposed development as it will not have an adverse impact on flood risk. The proposed habitat creation is classed as 'water compatible' development. Table 3 of the NPPF Technical Guidance shows that water compatible development can be considered an appropriate development type in Flood Zone 3b. The impact on flood water levels is considered to be insignificant. The FRA has concluded that no compensatory storage is proposed under the current wetland creation scheme, and we agree with this assessment. The ecologist's surveys identify the species of most concern, and provide supporting evidence with appropriate mitigation strategies outlined.

3.2 Representations received

One response was received from a local business stating the following: It is hard to overstate the importance of these proposals to the Southern Broads. The opportunity to create a single large 1,000 acre nature reserve will provide a welcome and needed boost both for Broads Tourism as well as the local economy around Oulton Broad. This ambitious project will not only offer an additional attraction for existing visitors to the Broads, but will also attract wildlife enthusiasts who may be drawn to the Broads for the first time.

The wide diversity of new habitat creation is applauded, and the circular walks and viewing structures which form part of the proposals will encourage visitors to explore the reserve and learn about the wildlife on our doorstep; such education will be to the long-term benefit of the Broads.

This is a very exciting project for the Broads and we wholeheartedly support it.

One response was received from residential neighbours who expressed strong support of the habitat development.

A response was received from Lord Somerleyton who commented that the restoration of this damaged landscape will be hugely positive for the landscape and biodiversity. In addition it also presents an opportunity to create a new nature tourism destination for the southern Broads.

4 Policies

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[Core Strategy Adopted September 2007 pdf](#)
CS1 - Landscape Protection and Enhancement

CS2 - Nature Conservation
CS4 - Creation of New Resources
CS5 - Historic and Cultural Environments
CS6 - Archaeology
CS9 - Sustainable Tourism
CS11 - Tourism Development
CS16 - Access to Facilities
CS17 - Recreational Access
CS22 - Sites in Employment Use
CS24 - Location of residential development

[Development Management Policies DPD \(adopted 2011\)](#)

DP1 - Natural Environment
DP2 - Landscape and Trees
DP3 - Water Quality and Resources
DP4 - Design
DP11 - Access on Land
DP27 - Visitor and Community Facilities
DP29 - Development on Sites with a High Probability of Flooding

- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

[Core Strategy Adopted September 2007 pdf](#)

CS19 - Location of Visitor and Tourism Services
CS20 - Development within Flood Risk Zones

- 4.3 The following Policies have been assessed for consistency with the NPPF which has been found to be silent on these matters. Paragraph 14 of the NPPF requires that planning permission be granted unless the adverse effects would outweigh the benefits.

[Development Management Policies DPD \(adopted 2011\)](#)

DP12 - Access to the Water

- 4.4 Other Material Considerations

[National Planning Policy Framework \(NPPF\)](#)

Landscape Character Assessment Area 6. Waveney Valley – Boundary Dyke Barnby to the Fleet, Oulton.

Neighbourhood plans

- 4.5 There is no neighbourhood plan in force in this area.

5 Assessment

- 5.1 The proposal is for a major habitat creation and restoration scheme as part of a large scale expansion of the existing Suffolk Wildlife Trust site at Carlton Marshes. The habitat creation would be within two blocks of marsh previously managed for arable. Peto's Marsh is proposed as a large reedbed, Share Marsh is proposed as wet grassland, scrapes and fen. The scheme will involve major earthworks to create the proposed habitats, along with the construction of low-level bunds and the installation of water level management structures, including a windpump. The proposal includes some strengthening of the floodbank along the River Waveney and Slutton's Dyke, improvements to access routes used by visitors (including new and extended hard-surfaced paths) and the construction of six hides and viewing platforms. A new wooden boardwalk is proposed along with the widening of an existing path within the Sprat's Water and Marshes SSSI part of the nature reserve. These various elements will be considered individually.
- 5.2 The main issues in the determination of this application are the principle of the development, impact on the character and appearance of the area, the effect on biodiversity and designated sites, and the impact on the local hydrology. As identified in the adopted Scoping Opinion, this includes the impact of the proposals upon the landscape character and landscape fabric of the surrounding area, particularly the impact from the surrounding marshes; the impact of the proposals on the visual amenity of the surrounding area; and the impact of the proposal on the biodiversity value of the area, particularly through the creation of pathways and public access.

Principle of Development

- 5.3 The proposed works are part of a major scheme which would allow the Carlton Marshes site to almost double in size. In terms of the principle of development, Suffolk Wildlife Trust (SWT) currently manages substantial areas of land in this location for the benefit of providing natural landscapes with significant biodiversity value, the proposal will provide a much larger, more resilient and diverse nature reserve, supporting a greater variety and larger populations of priority wetland species. It would also contribute to creating a more appealing and accessible visitor destination through the extension of existing trails, use of public rights of way, creation of new permissive paths and the installation of new hides and viewpoints.
- 5.4 Although SWT has for some time managed Oulton Marshes, White Cast Marshes, Castle Marshes, and a small area known as Burnt Hill which begins immediately south of Share Marsh, adjacent parcels of land which include the two proposed habitat creation areas have been utilised as arable marshes, some parts of which have been uncultivated for many years. The provision of extensive wetland habitats would complement the adjacent land use, allowing for a return to a more natural landscape, although one which would be managed to allow the habitats to fulfil their potential to provide maximum biodiversity value. By ensuring maximum biodiversity value and enabling visitors to access and appreciate this asset, the proposed scheme would be in accordance with the first and second statutory purposes for the Broads National Park, and in having no impact on interests of navigation, would be in

accordance with the third, so it is therefore considered that the principle of this development is acceptable.

- 5.5 Whilst it is noted that the retention of land in agricultural use is in most cases supported by policy, the use here is generally not one suited to the conditions of the land, hence one of the reasons why some areas have been abandoned in recent years. There will be some loss of grazing land, however the biodiversity benefits and increase and improvement of wetland habitat within a designated nature reserve are considered to outweigh any justification for the retention of the land for agricultural purposes, and such restoration and enhancement of natural habitats are explicitly supported by Policy DP2 of the Development Management Policies DPD and accords with the statutory purpose of the Broads Authority.

Character and Appearance

- 5.6 The change of use from arable marshes to reedbed, wet grassland, scrapes and fen, along with the re-establishment of the drainage network and consequent reduction in the size of the parcels of land within Peto's and Share Marsh will have a significant effect on the appearance of the landscape. These proposals have been considered by the BA Landscape Architect who considers that they represent landscape enhancements, commenting that 'The creation of new dykes, open water pools, islands, scrapes would not only have benefits for biodiversity but would improve and restore local landscape character'.
- 5.7 As noted in the submitted Landscape and Visual Impact Assessment, the proposed habitat creation would enhance and restore fragmented and degraded habitats through the reinstatement of the sinuous drainage networks and small grazing marsh field patterns. This will restore lost landscape characteristics of the coastal levels grazing marshes and sinuous drainage ditches, whilst also extending the existing wildlife habitats and securing the management of the landscape features of the site in perpetuity. In extending the existing nature reserve fragmented landscapes are able to endure as a single component formed of complementary constituent parts and managed under a unified landscape and habitat management plan.
- 5.8 Floodbank strengthening is proposed at two sections on the perimeter of Peto's Marsh. A section of 850m on the western side of the marsh adjacent to the River Waveney is proposed, this would predominantly involve the widening of the existing floodbank at its highest point, and a reduction in the gradient of the floodbank slope on the marsh side. Any increase in height would be minimal at a maximum of 0.05m. A section of 215m of floodbank at the south-eastern edge of Peto's Marsh adjacent to Slutton's Dyke would also be improved, again predominantly by widening of the existing floodbank at its highest point, and a reduction in the gradient of the floodbank slope on the marsh side. The floodbank at its highest point would be increased in height by 0.1m. The proposed widening would have negligible impact on landscape character and the appearance of the site taking into account the existing floodbank and the relatively limited scope of the works. The increase in

height would allow for the floodbank to maintain the same height as adjacent elements and as a result would have a negligible impact on landscape character and the appearance of the site.

- 5.9 A soke dyke runs parallel to the existing floodbank around the perimeter Peto's Marsh (aside from two short sections on the River Waveney side) and it is proposed to provide soke dykes to these two sections to link up with the perimeter soak dyke. The proposed works would complement the existing soke dyke and are considered acceptable.
- 5.10 A simple network of bunds is proposed within Peto's Marsh with dykes running parallel to the bunds, this would provide a perimeter bund parallel to the floodbank and soke dykes and establish the three compartments proposed for the reedbed areas, in addition to providing access for physical habitat management when required. A further series of dykes is proposed which link up the numerous open water pools and areas of raised ground. The bunds will be constructed from material sourced from excavations on site and would vary in height to a maximum of 1.2m. The maximum height of the bunds would be lower than the floodbank, and the nature of the marsh as reedbed would ensure that there would be no negative impact on landscape character. The reinstatement of parts of the historic dyke pattern are considered to be of particular benefit to the landscape character of this section of the site.
- 5.11 The southern section of Peto's Marsh would feature a proposed perimeter dyke, along with smaller portions of dyke within this parcel of land. In addition there would be sizeable open water pools and a number of foot drains linked to each of the pools. This section of Peto's would be maintained as wet grassland, aside from a small area in the south-east which is proposed as fen meadow due to the soil type in this location. As noted above, the reinstatement of parts of the historic dyke pattern are considered beneficial. The open water pools would enhance the wetland landscape and overall would be positive additions to the landscape character. The adjacent areas, both within the existing reserve and within the proposed Share Marsh portion of the site are, or will be, a mix of wet grassland and fen meadow, this ensures that fragmented landscapes are linked together and provide well proportioned and consistent approach to landscape type and management.
- 5.12 The provision of footpaths across and around the existing reserve is reasonably extensive and offers good access to the various parts of the site. There are numerous public footpaths/bridleways, along with permissive paths that serve both the existing reserve and the proposed expanded reserve. It is proposed to add four new sections of permissive path, one at the southern edge and one at the midpoint of Share Marsh, and two along the perimeter of Peto's Marsh. The path at the midpoint of Share Marsh allows for a longer circular walk to be provided which greatly increases access and leisure opportunities it would comprise close mown grass and run between an existing close mown grass path and a surfaced track. The two paths within Peto's are both relatively short extensions of existing paths and would be close mown grass, both paths lead nowhere and exist to allow further

incursion into the site than would otherwise exist. These three paths extend existing paths with the same surface treatment and are considered acceptable.

- 5.13 The path at the southern edge of Share Marsh includes elements within the designated area (SSSI, SAC, SPA, and Ramsar site). There is an existing surfaced path which is sited north of Landspring Drain and which also runs along a boundary of the designated area and also partly through it. The proposed path would provide the opportunity to create a circular walk utilising these two surface paths, but to link the two paths would require the installation of 80m length of timber boardwalk across an area of wet woodland which is within the designated area. The submitted documents state that the installation of the boardwalk will require the removal of a small number of semi mature alder trees plus the crossing of a shaded ditch and the south-west corner of Round Water. From Round Water it will continue along the route of the existing nature trail, which comprises short mown grass, before crossing through an area of tall reed and sallow scrub to link with the existing public footpath to the north of the Landspring. To cross Landspring an earth bund with culverted pipe would be installed with the boardwalk atop. The proposed works and potential impacts on the designated sites have been assessed and no objections were raised from relevant consultees. The boardwalk would utilise natural materials, its design and route selection has minimised the overall length as well as the amount of vegetation clearance that is required, and taking into account the improvement in terms of access and understanding of this section of the site, is considered to be acceptable with regard to the site designations, subject to appropriate mitigation.
- 5.14 Six viewpoint structures are proposed. There would be a viewing platform overlooking Round Water comprising a timber platform 300mm above water level with balustrades to each side, and another platform looking east across Share Marsh 1 metre above water level with larch boarding to each side. The proposed tower hide located just north of Landspring would have an overall height of 5 metres and would have a larch cladding board finish with a roof of cedar shingles. The proposed main hide, located towards the south of Share Marsh would allow views across the majority of the reserve, this would have a height of 3.5 metres and would have a larch cladding board finish. Finally, two open aspect hides are proposed both on the north-eastern edge of Peto's Marsh, one opposite the Waveney River Centre crossing, the other at the end of the permissive path a further 300m away, both would have a maximum height of 2.9 metres with a mono-pitched roof and would have a larch cladding board finish. The BA Landscape Architect raised no objection stating that as the structures are predominantly located to the south-east closer to the visitor centre and valley edge, landform and woodland blocks would provide a backdrop to reduce visual impact. All hides would be of predominantly timber construction which would be visually low-key and appropriate. The hides on the edge of Peto's Marsh will be on the River Waveney bank which will make them reasonably prominent, however the location opposite the Waveney River Centre, the modest size of the structures, and the use of natural materials will limit potential impacts on the landscape. The proposed viewpoint structures are therefore considered acceptable.

- 5.15 The water management structures would comprise a wind pump, a penstock weir, sluices and a weir. The most noticeable vertical structure would be the wind pump on the banks of Oulton Dyke which would have a height of 6.5 metres to the top of the blades and 4.95 metres to the top of the tower. The wind pump is required to help with circulation of water, with the penstock sluice on the River Waveney to supply additional water if required. The BA Landscape Architect commented that although it would be clearly visible from both within the reserve and from surrounding areas, given that it would have a simple functional appearance its visual impact is considered to be acceptable. Such structures are characteristic of the general Broads landscape. The penstock weir, sluices, and weir sit predominantly below the adjacent ground level and would not be readily visible from the surrounding landscape. It is noted that the wind pump and penstock sluice are located away from the footpath network and the sluices and weir are located within the proposed dyke system.
- 5.16 Having regard to the above it is considered that overall the proposed development will improve the landscape character of this site, and would provide notable improvements to the access and enjoyment of the site befitting its nature reserve operation. The proposal is therefore considered acceptable with regard to Policies DP2 and DP4 of the Development Management Policies DPD, Policies CS1, CS4, CS11, and C16 of the Core Strategy, and the NPPF.

Visitors to the site

- 5.17 As outlined above, there are a number of improvements proposed for access around the site and enjoyment of the site. The development of this nature reserve infrastructure will enable visitors to explore and enjoy the landscape and its wildlife, and will provide improved access for less abled individuals, and in these respects represents a notable improvement on the existing situation without compromising the biodiversity interest.
- 5.18 Research submitted as part of this proposal indicates that visitor numbers are expected to significantly increase from 50,000 per year to 120,000 per year, although it is noted that this projection includes the proposed visitor centre which is the subject of a separate application (ref BA/2017/0405/FUL). Increased recreational pressure has the potential to result in a number of different impacts on various ecological receptors including increased trampling of fen vegetation and disturbance of breeding birds. Potential impacts have been catalogued and addressed, and a suite of mitigation measures proposed which will limit potential impacts to a level which is considered appropriate to the status and operation of the site. The proposed mitigation measures are considered appropriate and their implementation will be subject to a planning condition.
- 5.19 Having regard to the above it is considered that the proposed scheme and consequent projected increase in visitors will not have an unacceptable impact on biodiversity and the protected status of the site, the proposal is

therefore, subject to mitigation, considered to be in accordance with Policy DP1 and DP11 of the Development Management Policies, and CS11 of the Core Strategy.

Biodiversity

- 5.20 The main thrust of this proposal is to create a mosaic of wetland habitats to exist alongside and complement the existing nature reserve.
- 5.21 The size and location of Peto's Marsh combined with the underlying clay soils, lends itself to the creation of reedbed with associated deep-water pools, grazed fringes and scrapes. The aim is to create an extensive area that will attract and support a range of key wetland species. Although these habitats are present on other parts of the reserve, they are either relatively small and/or located where they are subject to a level of disturbance. This means that the more sensitive species such as bittern and crane do not currently breed - the habitat creation on Peto's Marsh should enable them to do so.
- 5.22 On Share Marsh, the former arable fields will mostly be re-instated as wet grassland and fen meadow through the addition of new lengths of dyke, foot drains, shallow scrapes and turf ponds. There will also be the need to install a number of water control structures. This approach will replicate similar work completed on Guymer's Marsh in 2013. This has proved extremely successful with the area attracting a large variety and large numbers of birds including several 'firsts' for the reserve. It is particularly important as a temporary stopover for migrant waders such as black-tailed godwits as well as a suitable nesting location for the resident lapwings and redshanks.
- 5.23 Although utilised as arable fields and not part of the reserve, surveys demonstrated that a number of notable plant species and aquatic plants were found, including 26 breeding and 15 wintering bird species. 919 signs of water vole presence were recorded throughout the marsh dykes on both Peto's and Share Marshes, along with 160 species of aquatic invertebrates, and a number of protected aquatic molluscs.
- 5.24 Consideration must be had for potential negative impacts associated with the construction period, however part of the purpose of carrying out the extensive surveys is to provide an assessment of construction impacts on biodiversity, and then to consider how to successfully avoid or minimise any impact so that the effects are not significant. This informs a mitigation scheme which would ensure that no significant of residual impacts during construction occur. The BA Ecologist commented that the Habitat Regulations Assessment (HRA) and ecology report is clear and comprehensive and provides a firm basis for approval of this application.
- 5.25 The project will deliver significant biodiversity benefits, creating a larger and more resilient reserve that will support a greater variety of wetland wildlife including large populations of many notable species. For example, the design of the reedbed area within Peto's Marsh has focussed on the need to provide the right habitat conditions for two of the target bird species, bittern and

common crane. Subject to the prescribed mitigation measures, it is considered that Protected Species will not be significantly affected the proposal represents a significant improvement in biodiversity potential of the site and is therefore considered acceptable.

- 5.26 There is the potential for harm to exist in the form of visitors to the site and it is important that this aspect is managed alongside the management of the reserve habitats. Mitigation measures are proposed to address potential impacts, such as restricting access to the most sensitive areas of the site. The BA Ecologist commented that 'I am satisfied that with the mitigations in place, the increased visitor use will have negligible impact on the site features, and will therefore not lead to any significant 'in combination' impacts on the reported features'.
- 5.27 Having regard to the above it is considered that the proposed scheme will deliver significant biodiversity benefits and, subject to mitigation during construction phase, is considered to be in accordance with Policy DP1 of the Development Management Policies DPD, Policy CS2 of the Core Strategy, and the NPPF.

Designated sites

- 5.28 In terms of potential impact on the designated areas of the site (SSSI, SAC, SPA, and Ramsar site), these are informed by an HRA the purpose of which is to ensure that the proposals will not have an adverse effect on internationally designated wildlife sites. This assessment has been compiled for Suffolk Wildlife Trust as there is a likely significant effect to an internationally designated wildlife sites as a result of this proposal.
- 5.29 The appropriate assessment has been provided for the Broads Authority and Natural England to consider and it identified a range of impacts that could occur during the construction period and/or the subsequent management of the reserve. Mitigation measures to either avoid or minimise any significant effects as identified have been incorporated into the design and management proposals and it has been concluded that none of the impacts will result in any adverse effects on the integrity of any of the designated sites and their qualifying features (habitats and species).
- 5.30 The BA Ecologist commented that the HRA is clear and comprehensive and provides a firm basis for approval of this application, whilst Natural England, as a statutory consultee, are satisfied that the mitigation measure proposed are acceptable.
- 5.31 Having regard to the above it is considered that the proposal, subject to appropriate mitigation, is unlikely to adversely affect any of the designated sites, namely Broadland Special Protection Area (SPA), Ramsar Site, Broads Special Area of Conservation (SAC) and the Sprat's Water and Marshes, Carlton Colville SSSI. The proposal is therefore considered to be in accordance with the relevant sections of Policy DP1 of the Development Management Policies DPD, Policy CS2 of the Core Strategy.

Hydrology and Flood Risk

- 5.32 A hydrological survey was carried out which considered all elements of the hydrological functioning of Peto's and Share Marshes, including understanding the water balance, water movement and water quality across the study area. The topography of the site allows for water to move naturally from north to south due to a gentle grading down. Soils within Peto's Marsh are more suitable for creating areas of reedbed, whilst water retention in Share Marsh is lower and therefore more suited to wet grassland, and areas within the south of Share Marsh will need to tolerate a lack of water during summer in some years and are more suited to fen meadow. Water sources for the marshes are considered to supply an acceptable quality of water with some recommendations for sources specific to these areas which have formed part of this proposal.
- 5.33 In terms of the Water Framework Directive (WFD), which requires that waters are managed sustainably and to meet environmental objectives, there are four objectives which must be met, these being the status of surface waters and groundwaters, achieving standards for protected areas, to achieve good ecological potential, and to prevent discharges of priority hazardous substances into surface waters and groundwater. The proposed scheme has been assessed against each of these objectives and is considered to contribute to the delivery of the WFD objectives and generally will deliver improvements in all areas and will not impact on other systems in the area. Mitigation is required during the construction phase, and measures to address this have been set out in the submitted environmental statement.
- 5.34 In terms of flood risk, the submitted Flood Risk Assessment (FRA) states that floodwater will drain through Peto's and Share Marshes in a similar way to that which currently operates. Peto's Marsh would have a greater capacity for tolerating inundation than the current arable use, although during late winter and spring water management strategy would mean reduced capacity for storing additional water. During minor flood events floodwater could still be accommodated, whilst during a large flood event some discharge may be required. During a 1 in 100 year plus 20% climate change event, within EA Compartment 28, which includes Peto's and Share Marshes, there would be a rise in water levels across the Compartment of 41mm, which is compared with an overall rise of 5.3mm within the Waveney Valley. The submitted FRA concludes that the proportion of lost storage due to the proposed works would be extremely small, and it should be noted that the purpose of the flood defence works in Compartment 28 was to reduce flood risk across the Waveney valley. Share Marsh under the same event would result in a 3mm rise within Compartment 28, and a 0.35mm rise in the Waveney Valley. Within the EA consultation response this impact is described as insignificant, concluding that there are no objections to the proposed development as it will not have an adverse impact on flood risk.

- 5.35 Considering safety during flood events, internal tracks allow reasonable access and egress during flood conditions, and during any significant flood events SWT will close the reserve to the public.
- 5.36 Having regard to the above it is considered that the proposal is acceptable and in accordance with Policy CS20 of the Core Strategy, Policy DP29 of the Development Management Policies DPD, and the NPPF.

Other Matters

- 5.37 Having assessed the submitted Environmental Statement, it is considered that the proposed works, in isolation or in combination with the proposed visitor centre, would not result in any significant environmental effects.
- 5.38 In terms of landscape the site is representative of the landscape character types locally. It offers a good opportunity to restore lost landscape characteristics of the coastal levels grazing marshes and sinuous drainage ditches, whilst also extending the existing wildlife habitats and securing the management of the landscape features of the site in perpetuity. This in itself will arrest further landscape character attrition from lack of management.
- 5.39 In terms of visual impact, for those immediately adjacent to the site the development will result in a negative effect of minor to negligible significance. In other wider views (including those within the site on both informal and formal public rights of way) while the development will be visible, it is appropriate in its context, ensuring a moderate effect overall.
- 5.40 In terms of impact on the biodiversity value of the area, all aspects of the scheme have been considered and assessed, where a significant effect has been identified appropriate mitigation has been proposed and the significance of effects has been re-assessed. This has resulted in no significant effect either during construction or operation. Monitoring is proposed in addition to the mitigation measures.

6 Conclusion

- 6.1 The proposal would be significant in creating a much larger, more resilient and diverse nature reserve, supporting a greater variety and larger populations of priority wetland species. The loss of agricultural land is considered to be acceptable taking into account the benefits of the scheme. The proposal would enhance the landscape character of the site and surrounding area, restore lost landscape features, and create significant biodiversity by significantly improving the provision of wetland habitat and linking these to the existing nature reserve and designated site. The proposal would improve access and visitor experience at the site and related infrastructure is considered acceptable. It is not considered that there would be a significant adverse impact on the SSSI and flood risk, and no objection has been raised in terms of highway safety. Overall the proposals represent a significant advance for the nature reserve and tellingly contribute to the

Suffolk Wildlife Trust in realising its long term plans and aspirations for this site.

7 Recommendation

Approve subject to conditions

- i. Standard time limit;
- ii. In accordance with submitted plans;
- iii. Management prescriptions and Mitigation measures
- iv. Report on monitoring and repeat surveys over a period of 10 years to determine the results indicators are met and mitigation measures are in place to ensure success criteria;
- v. A long-term (min. 10 year) combined landscape/ arboriculture/ ecological and hydrological management plan;
- vi. Details of additional skylark nesting 'plots' to be created on the grassy fields above the floodplain in the south-east corner of the reserve as outlined in the Environmental Statement;
- vii. Archaeological Written Scheme of Investigation;
- viii. Completion of archaeological site investigation and post investigation assessment;
- ix. Details of proposed signage;
- x. Restoration of any areas of marsh damaged during construction;

Informatives:

- i. Environmental Permit
- ii. Archaeological investigation brief
- iii. Eel Regulations Specialist will provide support with making sure that eel passage requirements are met.

8 Reason for Recommendation

The proposal is considered to be in accordance with Policies CS1, CS4, CS 11, CS16, and CS20 of the Core Strategy (2007), Policies DP1, DP2, DP4, DP11, and DP29 of the Development Plan Document (2011), and the National Planning Policy Framework (2012), and it is not considered the proposal would result in any significant environmental effects.

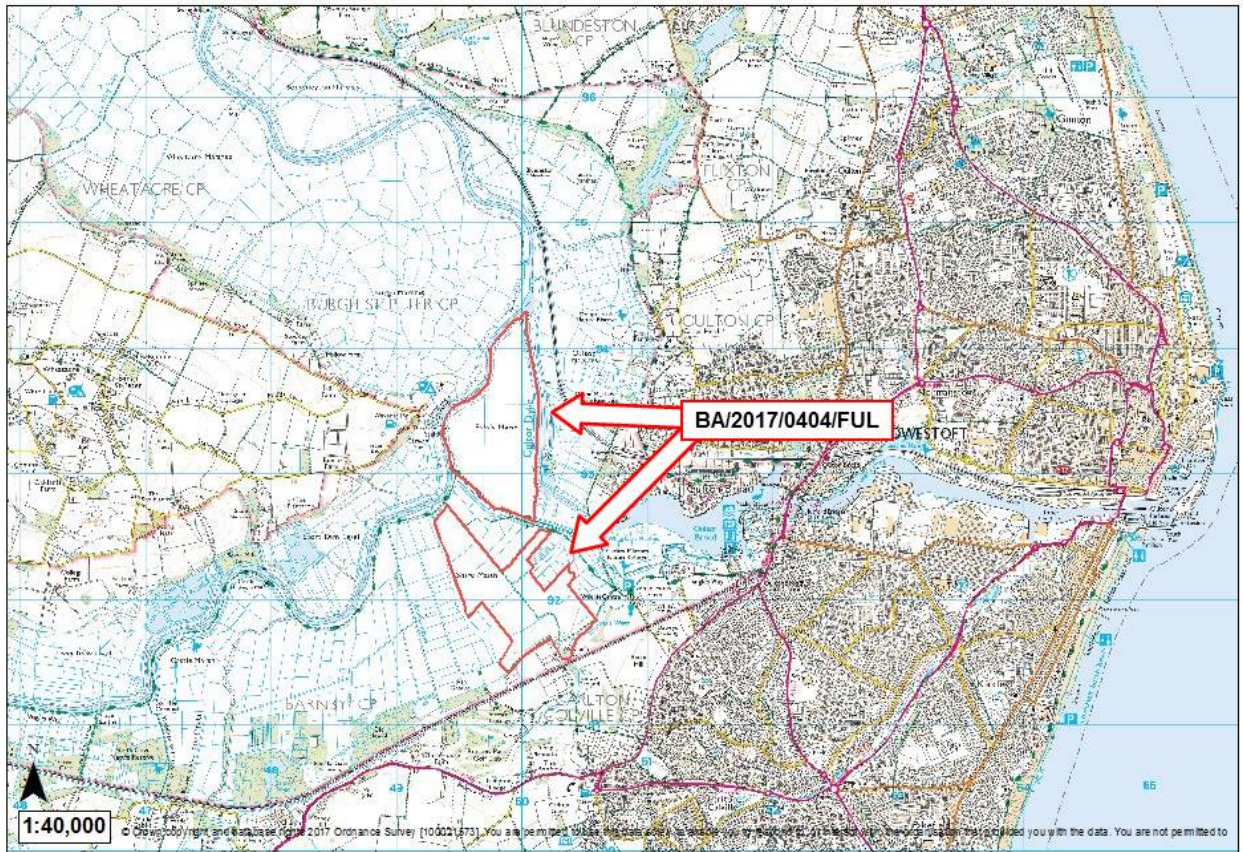
Background papers: Application File BA/2017/0404/FUL

Author: Nigel Catherall

Date of Report: 18 January 2018

List of Appendices: Appendix 1 - Location Plan
Appendix 2 - Notes of site visit on 19 January 2018 see previous report for BA/2017/0405/FUL

BA/2017/0404/FUL - Carlton Marshes Nature Reserve Lowestoft



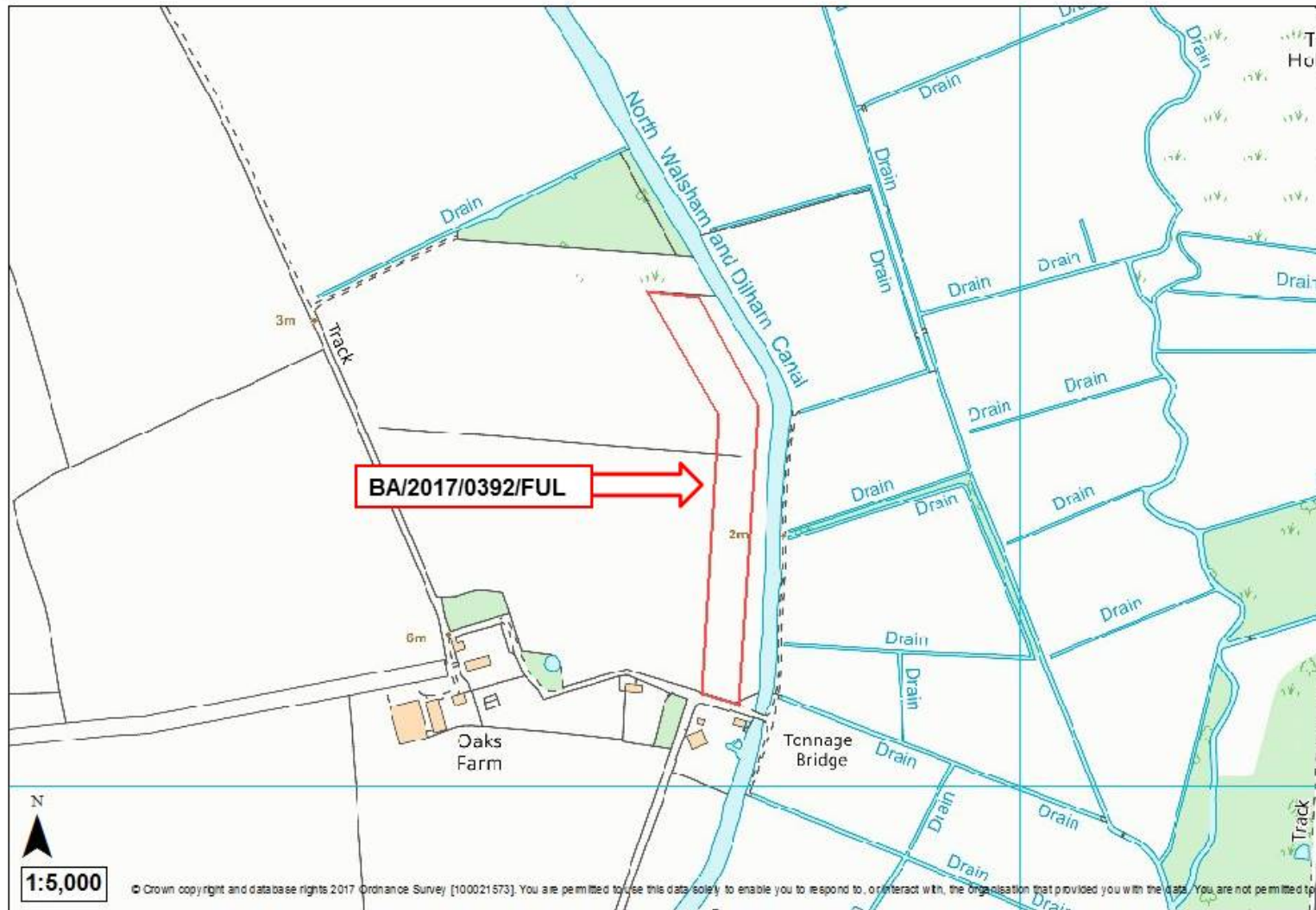
Reference:

BA/2017/0392/FUL

Location

Land North of Tonnage Bridge Cottage, Oak Road,
Dilham

BA/2017/0392/FUL - Land North of Tonnage Bridge, Dilham



Application for Determination
Report by Planning Assistant

Target Date	05/02/2018
Parish:	Dilham Parish Council
Reference:	BA/2017/0392/FUL
Location:	Land North Of Tonnage Bridge Cottage, Oak Road, Dilham, Norfolk, NR28 9PW
Proposal:	10 glamping pods and carpark
Applicant:	Mr L Paterson
Recommendation:	That planning permission be granted.
Reason for referral to Committee:	At the request of the District Member

1 Description of Site and Proposals

- 1.1 The application site is a strip of agricultural land that lies to the north east of the village of Dilham. The site is accessed by Oak Road, with the western end of the road adopted highway and the eastern end privately owned by the applicant. The site lies between Oak Farm and the North Walsham and Dilham Canal which runs to the east of the site. Tonnage Bridge and a group of three residential properties are located to the south of the site. A public footpath runs along the length of the western bank on the canal from Tonnage Bridge to the village of Honing, and another footpath runs for a short distance on the east bank of the canal, heading off to the north east towards East Ruston
- 1.2 In the past the farm has been in receipt of monies under the EU's Common Agricultural Policy (CAP) in the form of the basic payment scheme. Beyond 2019 the farm will not receive funding from the CAP therefore reducing its income. The applicant advises that the proposed Tonnage Bridge Glamping is a form of farm diversification that has the ability to replace the funds no longer

received from the CAP. The farm currently manages 380 hectares of land and the proposed glamping site would use less than 1 hectare of land.

- 1.3 This application seeks consent for 10 cedar clad glamping pods on a 400m long strip of land running from south to north along the western side of the North Walsham & Dilham Canal. Two designs of pods have been proposed with the QPW measuring 3.9m by 6m with a maximum height of 3.1m and the Mipod measuring 4m by 6m with a maximum height of 3.3m. The pods would be located at 40 metre intervals along the strip of land in order to provide a remote and secluded location for each pod. The pods would be set 20 metres back from the canal and a native hedgerow would be planted along the western boundary of the strip of land. The pods are proposed to have year round use.
- 1.4 The pods are connected to water and electricity and provide all services internally, removing the need for additional ancillary structures usually associated with camping sites, such as toilet and shower blocks. The water supply would be provided via underground pipes and the electricity also provided underground via a connection to the existing 11,000 volt cables on the site, whilst a septic tank would be constructed to deal with foul water and sewage.
- 1.5 The proposal includes creating a car park with sufficient space for 15 vehicles in a non-demarcated area that would be on the southern boundary of the site, accessed from the private track. The car park would be made up of a hardcore base topped with an ecogrid filled with soil and grass seed to provide a natural top layer. The car park would be screened with a native hedgerow.
- 1.6 Waste bins would be provided and stored in the car parking area, screened by the proposed native hedgerow and would be checked daily, and collected weekly or fortnightly when required.
- 1.7 No formal track or external lighting is proposed between the pods, with torches available at the car park if required. Downward facing external lighting would be available on each individual pod.
- 1.8 Bikes and canoes would be available to hire and when not in use these would be stored off site. The noise policy proposed is that there is no noise after 10pm.
- 1.9 The proposal includes formalising two existing informal passing bays in line with advice from the Highways Authority and this would not require the removal of any hedges along Oak Road.
- 1.10 In terms of signage, one sign is proposed on site in the car park showing the layout of the site. Three simple A3 signs are proposed with a logo and directional arrow to help guide guests to the site; these would be placed on the farm's land.

2 Site History

No relevant site history

3 Consultations

3.1 Consultations received

Parish Council – Concerns raised on highway, residential amenity and conservation

District Member - The proposed development poses highway issues and loss of amenity to the local residents.

Environment Agency - No objections

Norfolk Highways - No objection subject to conditions

3.2 Representations received

In total 13 representations were received, 7 supporting the application as it would help support the rural economy and 6 raising an objection over impacts on the highway network, residential amenity, landscape and ecology.

4 Policies

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[NPPF](#)

DP1 – Natural Environment
DP2 – Landscape and Trees
DP4 – Design
DP11 – Access on Land

[Development-Management-DPD2011](#)

- 4.2. The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

DP14 – General Location of Sustainable Tourism and Recreational Development
DP15 – Holiday Accommodation – New Provision and Retention
DP28 - Amenity

4.3 Material considerations

National Planning Policy Framework

5 Assessment

- 5.1 The key issues in the determination of this application relate to the design and materials of the proposal and the impact of the proposal on the surrounding landscape, highway network, ecology and amenity of any neighbouring occupiers.

Principle

- 5.2 In terms of the principle of development, national planning policies are supportive of encouraging a prosperous rural economy. In particular, Paragraph 28 of the NPPF highlights the importance of agriculture on the economy and the benefits of diversification in order to support the viability of farming units. The NPPF, however, also places great emphasis on the protection of specially designated landscapes such as the Broads in Paragraph 115.

- 5.3 In terms of local planning policies, the principle of farm diversification to provide new tourism accommodation is considered under Policy DP14 which states that the requirement to demonstrate a need to be located in open countryside does not apply to farm diversification development to provide tourism accommodation. The proposed development is for short term tourist accommodation over an area of less than a hectare on a farming unit of 380 hectares, and meets the requirements of the policy and therefore is considered to be an appropriate form of farm diversification in the open countryside. Therefore in terms of assessment, there is no objection in principle to the proposed development subject the proposal satisfying criteria (a) to (e) of DP14.

- 5.4 In terms of Criterion (a), this requires that the new tourism facilities:

(a) Are in accordance with the Core Strategy and other policies of the Development Plan;..

Overall, the proposed development is on balance considered to be in accordance with the Core Strategy and other policies of the Development Plan, with the relevant policies addressed later in this report.

- 5.5 Criterion (b) requires that the new tourism facilities:

(b) Do not involve a significant amount of new built development; ..

The proposal is for 10 timber glamping pods spaced at 40 metre intervals adjacent to the North Walsham & Dilham Canal. The areas surrounding each pod would be left undeveloped, with vehicles parked in a proposed naturally screened car park off Oak Road. Whilst clearly the proposal would result in

new development in a previously undeveloped area, the individual units are small and the cumulative amount of development of the development is modest. This proposed level of development is not considered to be a significant amount of new development, in accordance with Criterion (b).

5.6 In terms of Criterion (c), this requires that the new facilities:

(c) Do not adversely affect, and wherever possible contribute positively towards, the landscape character of the locality; ..

It is the case that the introduction of 10 glamping pods here would have an impact on the local landscape, both intrinsically by their very presence and through the associated use which would introduce activity into a previously still landscape. Whilst the site does benefit from an existing level of natural screening, which limits views from the private road and associated properties, and the topography limits views along the canal, the development would nonetheless represent a significant change. Criterion (c) requires that the development must not 'adversely affect' the landscape character and this is the test that must be met.

5.7 The site lies within the Local Character Area 27 (Ant Valley – Upstream of Wayford Bridge) and the key aspects of this character area are the tranquillity, winding waterways and strong sense of remoteness. Whilst it is a remote area, it should be noted that the application site is located adjacent to existing built development in the form of three residential properties, one with a canal frontage and ancillary boatshed, Tonnage Bridge, and an IDB pump house and security fence. The site is accessible by an existing road and a footpath passes through the site and other footpaths run nearby on the opposite side of the canal.

5.8 In order to reduce the landscape impact, it was suggested to the applicant that the number of proposed glamping pods be reduced from 10 to 5 and that the space between each pod be reduced to minimise the extent of the application site. The applicant has maintained the proposal for 10 glamping pods as, he states, it is this number that gives the necessary critical mass for the project to be financially viable, due to the costs associated with the provision of two passing bays, connection to services, the septic tank and car park. The spacing at 40 metres has also been maintained as the applicant would like to deliver a high level of privacy to guests.

5.9 While not reducing the number of units, in order to mitigate the landscape impact of the development the applicant has proposed to cedar clad the glamping pods which would soften the impact of the structures on the surrounding landscape. The units would be spaced at 40 metre intervals; there would be no formal access track or lighting between the units; and all services would be provided internally negating the need for ancillary structures. The proposed site layout would therefore allow each individual unit to be seen in an area of relative isolation, reflecting the existing mix of tranquillity adjacent to minor built development.

5.10 In addition, the applicant has followed officer advice by proposing a naturally screened car park with a natural surface at the entrance to the site in order to avoid vehicles being parked next to each individual glamping pod, and therefore reducing potential landscape clutter. In addition, a native species hedge is proposed along the western boundary of the site to provide additional natural screening. The application site is further screened from long distant views by the topography of the land which drops down from west to east from the agricultural field to canal level. This means that from the west the pods would not be visible and from the east the pods would be seen with a backdrop of a rising agricultural field and the proposed hedgerow. The proposed development would therefore result in intermittent views of cedar clad glamping pods along the footpaths through breaks in the existing and proposed hedgerows

5.11 It is considered that the arguments around whether or not the proposal would 'adversely affect' the landscape character are finely balanced – whilst the development would inevitably have an impact on the landscape character, that impact would be spatially limited in terms of the extent to which it would be experienced and it would be limited in terms of scope as the development proposed is low key. Whilst in principle the use could be year-round, in practical terms this is unlikely and the main use period is likely to be Easter to September, when there is at least some degree of natural screening and there are already other users on the canal and adjacent footpaths. On balance it is concluded that the proposal would not result in a significant adverse impact on the surrounding landscape, and would not warrant the refusal of the application on landscape grounds alone.

5.12 In terms of Criterion (d), this requires that the new facilities:

(d) Do not result in an adverse effect on the integrity of a protected site or protected species; ..

The site lies outside of the SSSI that lies approximately 500 metres to the south and the proposed native species hedgerows would also act as a biodiversity enhancement, and therefore it is considered that it would not result in any adverse effect on protected species, in accordance with Criterion (d).

5.13 Finally, criterion (e) requires that the new facilities:

(e) Would not compromise existing tourism or recreation facilities in more sustainable locations.

The purpose of this criterion is effectively to promote a sequential approach to the location of tourism facilities, and to permit facilities in isolated locations only where this is specifically justifiable in respect of those particular facilities. In this case, the scheme proposes a unique offer in terms of location, with that location determined by the need (identified by the applicant) to develop a farm diversification product. It is not considered that this would undermine or compromise existing facilities, and criterion (e) can be met.

- 5.14 Overall and on balance it is considered that the requirements of Policy DP14 are met and the development is acceptable in principle.

Design

- 5.15 In terms of design, two types of pods are proposed, the QPW and Mipod. The two designs are of a similar scale which are dictated by their intended use and are of a simple function design utilising sustainable materials. The proposed cedar cladding would weather and soften over time reducing the impact on the surrounding landscape. It is therefore considered that the proposed design, scale and materials are in accordance with Policy DP4. The details of the final design and materials would be secured via condition.

Impact on landscape

- 5.16 In terms of assessing the impact on the surrounding landscape, this is covered in detail at 5.6 – 5.11 above.

Impact on Highways

- 5.17 In terms of impact on the highway network, the access point between the site and Oak Road is at the eastern private end of the road. The application includes the provision of two passing bays at the western public end of Oak Road in accordance with advice from Norfolk County Council as Highways Authority. The passing bays and car parking details would be secured via condition. There is no objection to the scheme on highways grounds.

Impact on residential amenity

- 5.18 In terms of residential amenity, the proposed development would be well screened from the nearby residential properties and therefore the development would not result in any overlooking or overshadowing of the neighbouring properties. The primary material planning consideration raised is the potential for noise from the site and by vehicles accessing the site. It is acknowledged that there is an existing vehicular access road used by farm machinery and the residents of the three properties. The existing access road passes the property known as Oak Farm on three sides so any increase in vehicle movements would have the greatest impact on this property. The road is narrow with tight turns and therefore vehicles will be forced to travel at low speeds and therefore the noise created when passing the properties is not considered to result in a significant adverse impact on the amenity of the neighbouring properties. The site would operate a no noise after 10pm policy which would be monitored by staff. In summary, the proposed development is not considered to result in any significant adverse impact on the amenity of neighbouring properties, in accordance with Policy DP28.

Ecology

- 5.19 In terms of the ecology, the site lies outside of an SSSI which is located approximately 500 metres to the south of the site. The proposed additional planting including native hedgerows would provide additional biodiversity enhancements to the area. The proposed development is therefore considered to be in accordance with Policy DP1.

Other matters

- 5.20 It should be noted that whilst both national planning policies in the form of the NPPF do place great emphasis on the protection of specially designated landscapes such as the Broads, they are also supportive of encouraging a prosperous rural economy. It is noted that the proposed development has the ability to replace a lost funding stream on the farm, employ five local people (the applicant states) and contribute to the tourist economy in the vicinity. These economic benefits are a material consideration and must be weighed against any adverse impacts.
- 5.21 Finally, it should be noted that the landowner also operates a 25 tent campsite in Dilham, located on Honing Road, which was developed as a farm diversification scheme in 2017 (BA/2017/0097/CU). The two sites would offer different facilities.

6 Conclusion

- 6.1 In conclusion it is considered that the proposal for 10 glamping pods and associated car park is acceptable in principle. Whilst there are landscape impacts these are not considered to be of such a magnitude as to justify a refusal of planning permission, and there are also benefits to the rural economy. There would also be no significant impact on the highway network, ecology or neighbouring amenity. The proposal is therefore considered to be in accordance with the relevant Development Plan Policies and the NPPF.

7 Recommendation

Approve subject to the following conditions:

1. Time limit for commencement
2. In accordance with submitted plans and supporting documents
3. Materials and design
4. Highway passing bays
5. Car park layout
6. Landscaping
7. Waste disposal
8. External lighting
9. Noise management
10. Removal of temporary use PD rights
11. Sign details

8 Reason for Recommendation

In the opinion of the Local Planning Authority the development is acceptable in respect of Planning Policy and in particular in accordance with the National Planning Policy Framework and Policies DP1, DP2, DP4, DP11, DP14, DP15 and DP28, as the development is considered an appropriate form of farm diversification protecting rural employment, with no significant adverse impact on the landscape, neighbouring amenity, highway network or ecology subject to the recommended conditions.

Background papers: BA/2017/0392/FUL

Author: George Papworth

Date of report: 19 January 2018

Appendices: Appendix 1 – Map
Appendix 2 – Notes of Site Visit held on 19 January 2018

APPENDIX 1

BA/2017/0392/FUL - Land North of Tonnage Bridge, Dilham



PLANNING COMMITTEE

2 February 2018

Note of site visit held on Friday 19 January 2018

BA/2017/0392/FUL Land north of Tonnage Bridge Cottage, Oak Road, Dilham Norfolk

Ten Glamping Pods and Car Park

Applicant: Mr L Paterson

Present:

Sir Peter Dixon– in the Chair

Prof Jacquie Burgess	Mr Haydn Thirte
Mr Mike Barnard	Melanie Vigo di Gallidoro
Mr Bill Dickson	Mr John Timewell
Ms Gail Harris	

Also Present:

Ms Melanie Walker – North Norfolk District Council
Mr Keith Bacon – Broads Society

In attendance:

Mrs Sandra A Beckett – Administrative Officer (BA)
Ms Marie-Pierre Tighe – Director of Strategic Services BA)
Mr George Papworth – Planning Assistant (BA)
Mr Ben Hogg – Historic Environment Manager (BA)
Mr L Paterson – The Applicant

Apologies for absence were received from: Mr Paul Rice and Mr Vic Thomson

Introduction

The Chairman of the Planning Committee welcomed everyone and invited them to introduce themselves.

The Chairman reminded members of the procedures for the site visit emphasising that it was purely fact finding and no decisions would be made at this visit but the matter would be considered in detail at the next meeting of the Planning Committee on 2 February 2018. Members were on the visit to aid their understanding of the proposed development in the context of its rural and isolated location, the nature and scale of the works proposed and to make sure that all the relevant factors of the site had been pointed out. They were able to ask questions.

Members met at the farm buildings and residences on a track off Oak Road. They walked down the privately owned track to Tonnage Bridge and the North Walsham and Dilham Canal, noting the three residential properties en route. They noted that the track would form the access to the proposed Glamping site. Two of the

residences were at the top of the track, the third being Tonnage Bridge Cottage, adjacent to the application site.

The Planning Officer provided Members with a set of plans depicting the site, together with examples of the design of the proposed pods. Members walked onto the site, which was a strip of agricultural land measuring 400m running along the western side of the North Walsham and Dilham Canal. Members noted that the site was at the bottom of sloping land with no public access from the west.

The pods would be set back 20 metres from the canal bank and located at 40 metre intervals, the aim being to provide a remote and secluded location for each pod. A native hedgerow would be planted behind the glamping pods, along the western boundary of the site. Two designs of pods were proposed; one design would measure 3.9 m by 6 m with a maximum height of 3.1m, the other would measure 4m by 6m with a maximum height of 3.3m. A ranging pole was used to show the ridge height of the tallest pods. The pods would be provided with water and electricity and services internally. There would be no additional structures, normally associated with camp sites such as toilet/laundry blocks. The water and electricity would be provided by underground pipes and cables. A septic tank would be constructed to deal with the foul water and sewage. The applicant commented that the necessary consultations and permissions from the Environment Agency and the IDB would be sought and would be adhered to. It was intended that the glamping pods would be available throughout the year. The applicant explained that the running of the site could result in the provision of 4 jobs.

Members noted the location of the public footpaths, one running along the length of the western bank of the canal from Tonnage Bridge to the village of Honing, whilst the other ran for a short distance on the eastern bank of the canal, before heading north east towards East Ruston.

Members also noted the location of the car park, providing 15 spaces, which was to be made up of hard core with an ecogrid filled with soil and grass seed to provide a more natural look. It would also be screened by a hedgerow of native species. The applicant explained that customers would be provided with a trolley and torches to be able to take their luggage and provisions to their respective glamping pod.

Members walked two thirds of the length of the strip of land to gain a greater understanding of the context of the site as well as walking over Tonnage Bridge to the other side of the canal

Conclusion and Procedures

The Chairman confirmed that the application would be considered by the Committee at the next scheduled meeting on 2 February 2018. The Chairman thanked everyone for attending the site inspection.

The meeting was closed at 14.45pm

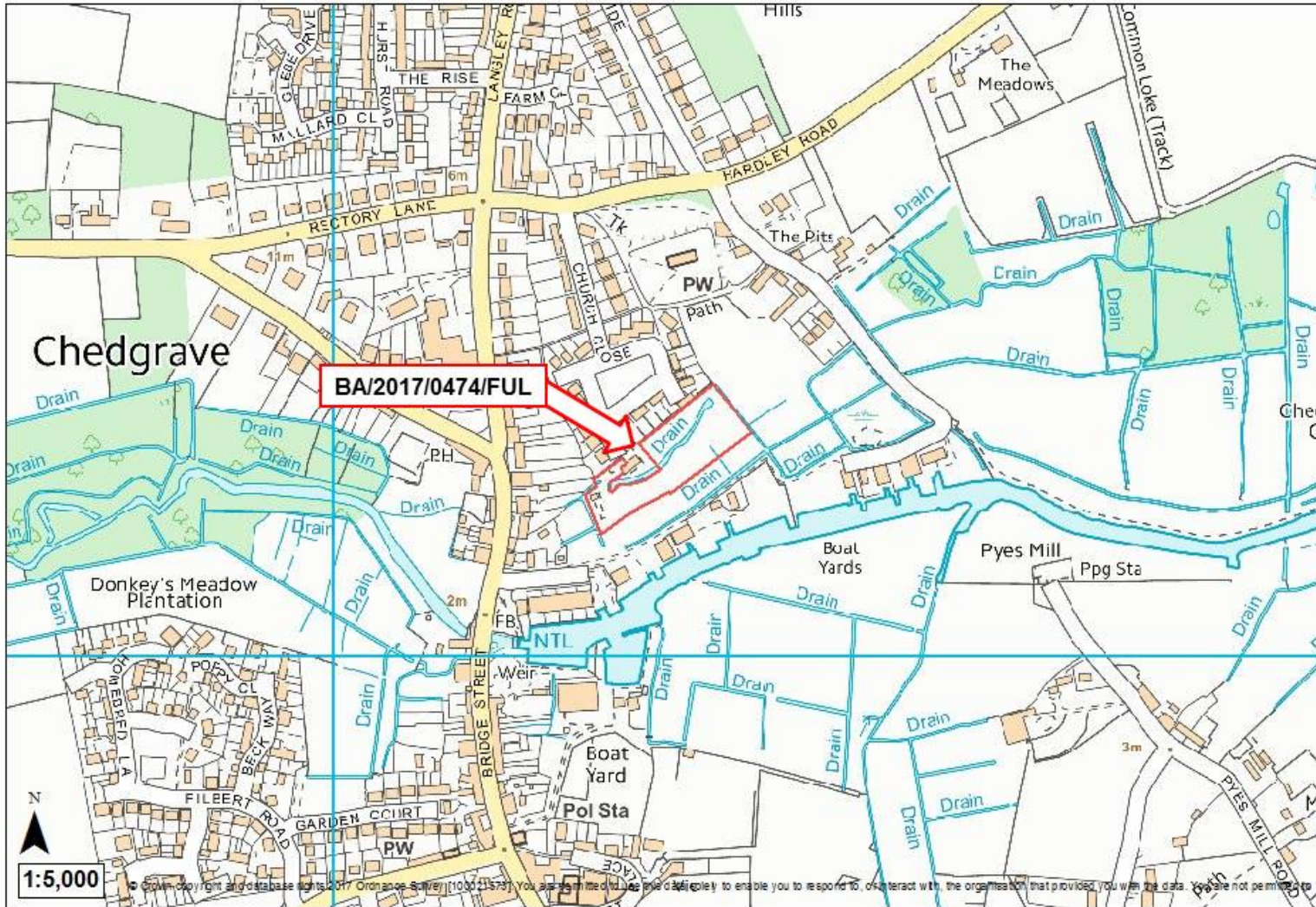
Reference:

BA/2017/0474/FUL

Location

21A Church Close, Chedgrave

BA/2017/0474/FUL - 21A Church Close Chedgrave



Application for Determination
Report by Planning Officer

Target Date	1 February 2018
Parish:	Chedgrave Parish Council
Reference:	BA/2017/0474/FUL
Location:	Land at 21A Church Close, Chedgrave
Proposal:	Construction of Two New Dwellings and Associated Hard and Soft Landscaping
Applicant:	Brian Sabberton Limited
Recommendation:	Refuse
Reason for referral to Committee:	Representations Received

1 Description of Site and Proposals

- 1.1 The site subject of this application is located immediately east of the dwelling at 21A Church Close, Chedgrave. It covers an area of 0.25ha. The site currently forms part of the garden of the existing house on the property and comprises mown grass, trees protected by Tree Preservation Orders and a pond. The north-western boundary of the site is defined by a 5m high conifer hedge. The southern boundary of the site, marking the end of the private gardens and the start of the open-air boat storage area, is demarcated by scrubby hedge and tree growth, which provides screening between the two sites.
- 1.2 The line of houses situated at the south-eastern end of Church Close, abut the north-western site boundary separated from the site by the existing conifer hedge. Greenway Marine boatyard adjoins the site to the south. The land to the west is characterised by residential use, whilst the land to the east is remnant grazing marsh and scrub woodland.

- 1.3 The site itself sits on two levels. The northern part of the site is on higher ground. This area of the site is flat and laid to grass and is domestic in appearance. The southern part of the site slopes sharply down to a shallow dyke which separates the lawned area from a rougher, less domesticated area.
- 1.4 The house currently situated on the site is a two storey dwelling constructed of red brick with a tiled roof and dark brown joinery.
- 1.5 The site is situated outside the Development Boundary and adjacent to the Loddon and Chedgrave Conservation Area.
- 1.6 The site is situated in Flood Risk Zone 1 on the Strategic Flood Risk Assessment.
- 1.7 The development for which planning permission is sought is for the construction of two x one-and-a-half storey houses situated towards the northern end of the plot, in line with the existing dwelling at 21A Church Close, adjacent to the northwestern boundary of the site. The houses would be constructed from a palette of materials including brick, timber cladding and timber fenestration. The proposed new dwellings would be accessed via the existing residential driveway serving the plot, with the existing, informal route across the site upgraded to a gravel driveway. The proposal includes a full landscaping scheme for the site comprising of hard and soft landscaping, the retention of all the existing trees and new planting to reinforce the character of the site.
- 1.8 Planning permission is being sought for these two dwellings on the basis that one would be a 'self-build' property and the second would be developed as a 'custom build' property.

2 Site History

- 2.1 BA/1995/7139/HISTAP - Extension to kitchen to form dining room – Approved subject to Conditions

BA/2015/0123/FUL - 3 Residential dwellings - Withdrawn

3 Consultations

- 3.1 Consultations received

Highways

No objection subject to the imposition of conditions and informative note.

Parish Council

Cllrs were unanimous in their agreement that they object to the application on the grounds that it is outside the development area and will have a detrimental affect on neighbouring amenities.

3.2 Representations received

Nine representations to this application have been received. One of the representations, whilst not objecting to the scheme, is concerned about the effect the proposal would have on drainage in the area.

The eight remaining representations received are all from residents of Church Close who are objecting to the proposed development. The reasons given for their objections can be summarised as follows:

- The site is situated outside the Development Boundary;
- Only one of the proposed houses qualifies as 'self-build';
- There is no need for these houses in terms of identified housing need;
- Conflict with the new houses and the boatyard activities in the adjacent boatyard;
- Detrimental impact on drainage in the area;
- Detrimental impact on wildlife and plants in the local area;
- Lack of sustainable access to the site as the additional traffic will travel through Church Close which is narrow with tight corners and the proposed access through the site would not be able to sustain the level and type of traffic anticipated;
- Given the length of the proposed drive there would be issues with refuse collection;
- The design of the proposed dwellings is not appropriate to the character of the area in terms of size or materials. The design proposed is not of a suitably high standard appropriate to the location of the site within the Broads area;
- Adverse impact on the residential amenity of the houses on Church Close which back onto the site by virtue of: the houses being too close to the boundary; noise; increased traffic; visual disturbance from car lights; overlooking; loss of privacy; and overlooking;
- The existing conifer hedge would not survive with the drainage and construction work being carried out so close to its roots.

4 Policies

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[NPPF](#)

Core Strategy

[Core Strategy Adopted September 2007 pdf](#)

CS1 Landscape Protection and Enhancement

CS4 Creation of New Resources

CS24 Residential Development and the Local Community

Development Management Policies DPD
[Development-Management-DPD2011](#)

DP1 Natural Environment
DP2 Landscape and Trees
DP4 Design
DP11 Access

- 4.2. The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

Core Strategy
CS18 Rural Sustainability

Development Management Policies DPD
DP22 Residential Development within Defined Development Boundaries
DP28 Amenity

- 4.3 Neighbourhood Plan

There is no Neighbourhood Plan applicable to this site

- 4.4 Material considerations – NPPF [NPPF](#)

- 4.5 Self Build Register

Your Officers have had regard to the self-build and custom housebuilding register and the demand. It is acknowledged that the planning application for the two dwellings proposed have been submitted on the basis that one dwelling qualifies as 'self-build' and one dwelling qualifies as 'custom – build'. This is assessed in more detail in the body of the report.

5 **Assessment**

- 5.1 In terms of the assessment of this application the main issues to be considered are: the principle of the development; design and materials; highways impact; impact on landscape and trees; ecological impact; impact on residential amenity.

Principle of Development

- 5.2 Under the current Development Plan for the Broads area, this site is situated outside the development boundary and as such any new residential development on this site would be contrary to Policies CS24 of the Core Strategy and DP22 of the Development Management Policies DPD. On this

basis the development could not be supported and there is sound policy-based justification for a recommendation of refusal of planning permission.

5.3. This application, however, has been submitted on the basis one of the houses qualifies as 'self-build' and the second house qualifies as 'custom-build' and that planning permission should therefore be granted. In making this argument, the applicant's agent is seeking to take advantage of the recent legislative provisions which seek to increase the proportion of new dwellings constructed by individuals by making it easier to get planning permission for individual plots which would be developed by those individuals. In determining this application it is necessary to look in some detail at the provisions around 'self-build' and 'custom-build' and ascertain to what extent they apply here.

5.4 The definition of 'self-build' and 'custom-build' given in the Housing and Planning Act 2016 (to be read as part of the Self-Build and Custom Housebuilding Act 2015) states:

“(A1) In this Act 'self-build and custom housebuilding' means the building or completion by –

(a) individuals

(b) association of individuals, or

(c) persons working with or for individuals or associations of individuals,

of houses to be occupied as homes by those individuals.

(A2) But it does not include the building of a house on a plot acquired from a person who builds the house wholly or mainly to plans or specifications decided or offered by that person.”

5.5 It has been confirmed in the application that one of the dwellings is to be constructed by a local builder on behalf of the applicant, who has been actively involved in the design, layout and specification of the house. It is therefore accepted that under the legal definition of 'self-build' this house would qualify as 'self-build'. However, whilst a prospective buyer has been identified for the second house, they have not been involved in the process of designing their own house to be constructed on the site. On this basis, this second house cannot be considered to qualify as 'self-build' or 'custom-build' so it is concluded that only one of the proposed houses qualifies as 'custom-build' or 'self-build'.

5.6 Under the Self-Build and Custom Housebuilding Act 2015 the Local Planning Authority (LPA) is required to keep a register of those wishing to be build their own homes. The LPA then has a duty to give suitable development planning permission in respect of enough serviced plots of land to meet the demand for self-build and custom housebuilding in each base period and has 3 years from the end of a base period to permit the number of self-build permissions arising from that particular base period. So for base period 1 (which was the first base period under the new legislation) the 3 year period is from 31 October 2016 to 30 October 2019.

- 5.7 The number of people on the Broads Authority register for base period 1 is 49. As at November 2017, 13 to 29 permissions have been granted for development which could be considered to be 'self-build', meaning a 'shortfall' of 20 – 36 'self-build' dwellings. It should be noted that the range reflects the fact that 16 dwellings are on the same site and comprise 6 market dwellings (which could be 'self-build') and 10 holiday homes. However even if the lower figure of 13 'self-build' dwellings currently permitted is used the Authority still has two years to permit 36 dwellings. In recent appeal decisions Inspectors have taken into account the length of time LPAs have in which to comply with the requirement, and whether or not it is achievable, in determining whether or not to grant planning permission for residential development. It is considered that on the basis of these figures there is not such an urgent need for planning permission to be granted for the submitted proposal, which would deliver one 'self-build' unit, as to warrant a departure from adopted planning policies. There is no legislation or Government Policy stating that 'self-build' or 'custom-build' plots should not meet the requirements of Local Plan Policies or that the need to meet the requirements of the Self-Build and Custom Housebuilding Act 2015 over-rides all other considerations.
- 5.8 It should also be noted that there is provision within the legislation for LPAs in certain circumstances to apply for an exemption from the requirements, including where 'self-build' would comprise a disproportionality high percentage of their housing numbers. The Broads meets the criteria for an exemption and has applied to DCLG, with a decision awaited.
- 5.9 The need for 'self-build' and custom-build' dwellings is considered as an integral part of the Objectively Assessed Need (OAN) for housing, not as a separate requirement to be met by LPAs. Within the Central Norfolk Housing Market Area, in which Chedgrave is located, the summation of total commitments since 2015 (permissions and completions) and allocations in the emerging Broads Local Plan result in the OAN having been exceeded by 12.9% already, with a further 18 years left in the Plan Period. The fact that there is no need for additional housing to be planned for as the identified need for housing within the Plan Period has already been exceeded is a strong material consideration.
- 5.10 In the preparation of the emerging Local Plan consideration was given to this site and its potential for residential development and whether or not it was appropriate for the development boundary to be extended around the subject site, thereby making any new residential development on this site Policy compliant. There is no Broads Authority development boundary in Chedgrave. The Settlement Study assessed Chedgrave as having some services and facilities. The Development Boundary Topic Paper concluded for Chedgrave that '*In the Site Allocations and Development Policies Local Plan, South Norfolk allocate a site in Loddon for around 200 dwellings and both Chedgrave and Loddon have development boundaries so the settlement as a whole is accommodating some growth in a more appropriate location than the Broads part of the settlement.*' It is not usual practice to draw a development boundary around an individual site as these tend to be drawn around an area.

If a development boundary was drawn around 21a Church Close, it is usual practice to not have a property's entire garden in the development boundary. LPAs draw development boundaries in this way as garden land is specifically excluded from the definition of Previously Developed Land in the NPPF and it is necessary to avoid areas where development would not be in keeping with the form and character of the settlement and to avoid back land development. This approach can be seen on the South Norfolk Policy Map relating to Chedgrave where the gardens of the properties to the west of Church Close are not within the development boundary. So if 21a Church Close was part of the South Norfolk Local Planning Authority Area, it is likely that the garden would still not be in the development boundary. Therefore for the above reasons, the garden of 21a Church Close has not been included in a development boundary in the emerging Local Plan and therefore any further residential development on this property would not be in accordance with emerging Policies relating to the location of new residential development.

- 5.11 The application states that the site is in a sustainable location and that it is therefore appropriate for further residential development to be favourably considered, as set out by the NPPF. It is not disputed that the site is immediately adjacent to established residential development, and is not therefore in an isolated location, and that Chedgrave has some services and facilities. However, whilst being a material consideration, it is not a sufficient argument on its own to justify granting planning permission contrary to Policy, particularly where there is no need for additional dwellings within the Broads area. The matter was considered in detail through the Local Plan process when considering development boundaries and, as has been set out above, there are significant and substantial Policy reasons why planning permission would not be forthcoming for the construction of the two dwellings proposed within the garden of 21a Church Close.
- 5.12 Therefore based on the above reasoning it is concluded that the development proposed is contrary to both current and emerging Development Plan Policies and that there is no need for the houses proposed. The development cannot therefore be supported in principle.

Design and Materials

- 5.13 It is proposed to construct two almost identical houses on this site, comprising one-and-a-half storeys of accommodation. The houses would be constructed using a palette of materials including brick and timber cladding with a clay tile roof and timber composite joinery. A number of the representations received cite poor design as a reason for objecting to the application.
- 5.14 Whilst the houses to be constructed have quite large footprints it is considered that the site is large enough to accommodate the two houses, together with their associated amenity space, without resulting in over development of the site. The proposed design of the dwellings takes reference from the Broads vernacular with dominant roofs and low eaves and this, and the proposed palette of materials, are considered acceptable. If planning permission was to be granted it would be expected that conditions would be imposed requiring

the use of high quality materials. Given the location and characteristics of the site in terms of screening it is not considered that the proposed development would have an adverse effect on the character of the nearby Conservation Area. It is therefore concluded that the submitted scheme is in accordance with Policy DP4 of the Development Management Policies DPD.

Highways Impact

- 5.15 21A Church Close has legal access from the south off Bridge Street via a private road and, alternatively, from Church Close via the existing site access. The previous application, which was withdrawn, proposed to use the southern access off Bridge Street. This was objected to by the Highway Authority as the visibility splays at the junction between the private road and Bridge Street were substandard. The current scheme has therefore been modified to utilise the existing site access off Church Close. A number of the representations received object on the basis that Church Close could not safely accommodate the construction traffic or the anticipated additional traffic generated by the two additional dwellings. However the Highway Authority has confirmed that, with the imposition of a number of recommended conditions requiring the correct construction of the entrance and the proposed driveway, they have no objection to the scheme as submitted. The proposal is therefore considered to be in accordance with Policy DP11 of the Development Management Policies.

Impact on Landscape and Trees

- 5.16 The site currently has a number of trees protected by an area Tree Protection Order on it. The application has therefore been supported by a full Arboricultural Impact Assessment. This Assessment confirms that none of the trees would need to be felled to accommodate this development although it would be crucial that the tree protection works set out in the report are fully complied with to ensure that there would be no damage to any of the trees during construction. The application has been reviewed by the Authority's Arboricultural Consultant who has indicated that he is broadly satisfied with the proposed development. He required a slight modification to the route of the access and driveways to achieve sufficient clearance from the base of the trees to allow the construction of the proposed 'no-dig' sections of the access. This modification has therefore been made to the overall site layout.
- 5.17 The proposal lies to the western extent of the Chet Valley landscape character area. The Broads Landscape Character Assessment (LCA) 2016 outlines that skylines and horizons of the Broads area often lie outside of the Broads Authority Executive Area. This is true at this location, with the boundary of the Broads Administrative Area to the north of the proposed site, and the skyline beyond. The LCA also highlights that areas of settlement inevitably create pressure on the neighbouring less developed areas, and that it is important that any changes to land use close to the settled area are appropriate and designed to enhance the landscape character. Whilst the proposal would effectively result in a development spread into the national park area, it is considered that the low density nature of the development and proposed native southern boundary planting scheme would provide sufficient mitigation

to intercept views towards the development and naturalise the existing development edge, currently Leylandii hedgerow. It is considered that the development would sit on the valley side and in combination with proposed landscaping would be unlikely to have negative effect on the horizon. The eastern elevation of property 2 would likely appear most prominent in the wider landscape due to the sloping nature of the site in this location. Therefore if planning permission were to be granted for this development additional tree planting on the eastern boundary would be required to enhance the existing provision and intercept views towards the more dominant property 2.

- 5.18 It is therefore concluded that the proposed scheme would not have a detrimental effect on the health and future vitality of the protected trees on this site and that the impact on the wider landscape is acceptable. The scheme is therefore considered to be in accordance with Policies CS1 of the Core Strategy and DP2 of the Development Management Policies DPD and paragraph 115 of the NPPF.

Ecological Impact

- 5.19 A number of representations received cite the fact that the proposed development would have an adverse effect on the wildlife value of the site as a reason for objecting to the scheme. The application was supported by a Protected Species Report that was originally produced to support the previously withdrawn application. An updated addendum to this report confirms that having resurveyed the site the conclusions of the previous report are still valid and that the construction of the two dwellings proposed would cause no significant biodiversity impacts. This view is supported by the Broads Authority's Ecologist. If planning permission were to be granted for this development it may be necessary to include various conditions to ensure the protection of protected species during the construction of the houses and to secure a variety of biodiversity enhancements. Overall the proposed development is not considered to be contrary to Policy DP1 of the Development Plan Policies DPD.

Impact on Residential Amenity

- 5.20 Adverse impacts on the residential amenity of all the residential properties adjoining the site to the northwest, arising as a result of the proposed development, have been included in the majority of the representations received which object to the scheme. The concerns include over dominance, overlooking and loss of privacy and increased noise and disturbance.
- 5.21 However it is considered that the dwellings, as proposed could be accommodated on the site without any detrimental impact on the residential amenity of the adjoining properties. The proposed houses have been designed to be one-and-a-half storeys high with accommodation to be provided in the roof. This would ensure that the overall ridge height of the dwellings is kept as low as possible, at 6.5m above ground level adjacent to the northwestern boundary of the site. Furthermore the 5m high conifer hedge, running along the northwestern boundary of the site, is located within

the application site and therefore under the control of the applicant and subsequent owner of one of the houses and it is proposed that this is retained as an integral part of the landscaping scheme for the site to provide a substantial screen to the development. A cross section of the scheme has been submitted which confirms that just over 1m of the roof would be visible from the residential properties situated along Church Close. Furthermore the houses have been orientated on the site so that the main windows and views and outdoor amenity space are facing south over the remainder of the site. Views from and into the adjacent boatyard would be screened by the existing protected trees along the southern boundary of the site. It is therefore considered that the development as proposed would not result in over dominance or loss of privacy for the adjacent dwellings.

5.22 In terms of noise or other disturbance that would be generated as a result of the use of the two additional houses on the subject site, it is not considered that there would be an unacceptable effect on neighbouring properties as the level of noise and activity generated would be no different to that already generated by existing houses in Church Close.

5.23 It is therefore concluded that the construction of the two dwellings as proposed would not give rise to unacceptable adverse impacts on the residential amenity of adjoining dwellings and that the scheme is not contrary to Policy DP28 of the Development Management Policies DPD.

6 Conclusion

6.1 In conclusion then, whilst the current scheme has satisfactorily addressed a number of the objections to the previous scheme, in terms of achieving adequate site access and ensuring that any adverse landscape impact or impact on the protected trees on the site is avoided or mitigated, there is still the fundamental objection to the principle of permitting further residential development on this site. The site is outside the development boundary and therefore contrary to current Policy DP22 of the Development Management Policies DPD. Furthermore it is considered to be contrary to the emerging Local Plan as this site is not proposed to be allocated as a residential site in the new Local Plan or included in an amended development boundary. Whilst it is not disputed that the site can be considered to be in a sustainable location it has been proven that there is no need for the housing proposed, in terms either of 'self-build' or 'custom-build' or open market housing, which could justify planning permission being granted contrary to Development Plan Policy.

7 Recommendation

That planning permission be refused for the following reasons:

In the opinion of the Local Planning Authority the proposed development is contrary to both current and emerging Local Plan Policies and that in this instance there are no material considerations justifying granting planning permission contrary to Development Plan Policies.

The site is situated outside the development boundary and therefore any residential development on this site would be contrary to Policy DP22 of the Development Management Policies DPD and Policy CS24 of the Core Strategy.

Based on the figures available in the current Objectively Assessed Need for the Central Norfolk Housing Market Area there is no need for additional open market housing within the current Local Plan period 2015 to 2036 within the Central Norfolk Housing Market Area.

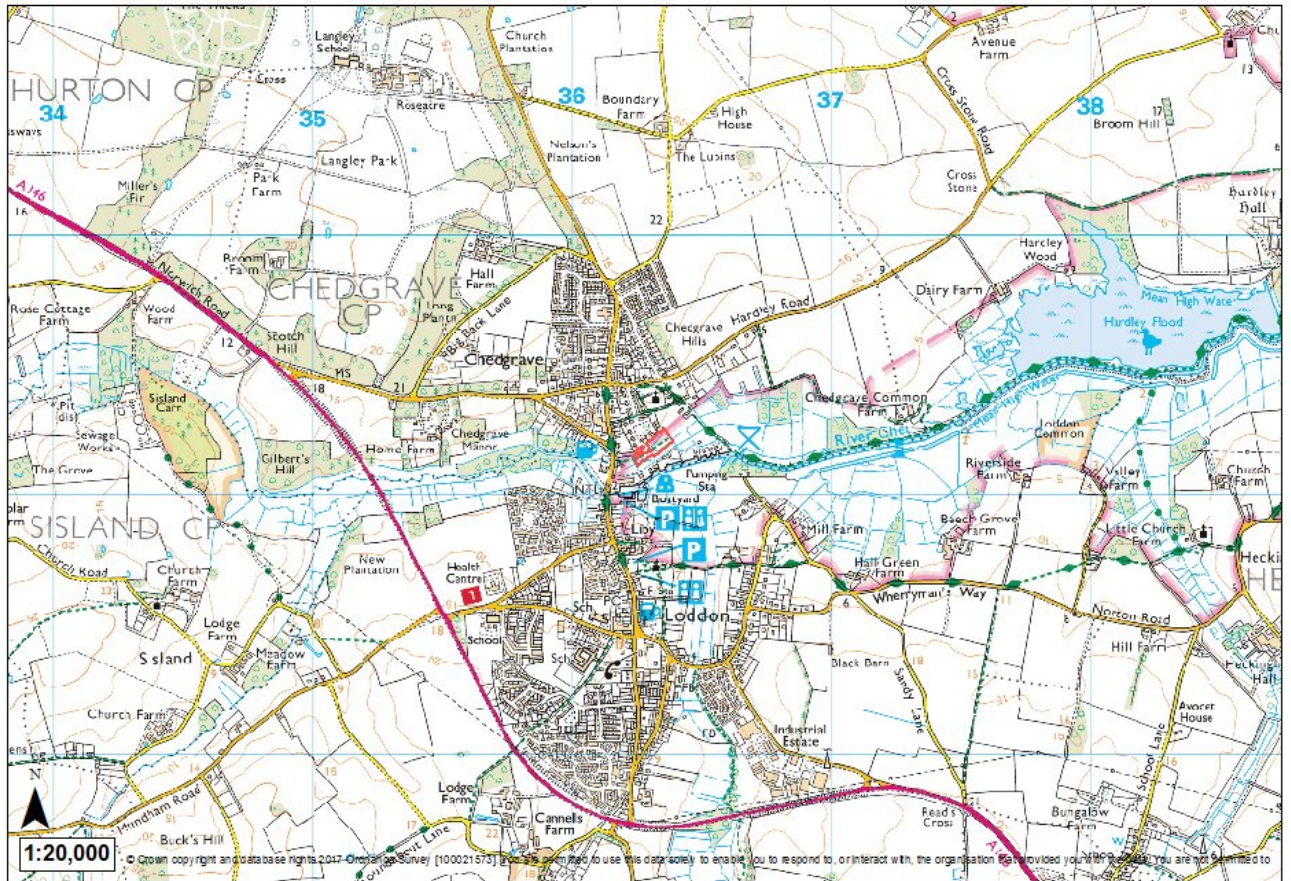
It is considered that only one of the proposed dwellings accords with the definition of 'self-build' or 'custom-build' as defined in the Housing and Planning Act 2016. It is the Local Planning Authority's opinion that on the basis of the figures available relating to the requirement for, and delivery of, 'self-build' and 'custom-build' units within the Broads Authority's Executive Area that there is not an urgent need for planning permission to be granted which would deliver one 'self-build' unit, such as to warrant granting planning permission contrary to Development Plan Policies. There is no legislation or Government Policy stating that 'self-build' or 'custom-build' plots should not meet the requirements of Local Plan Policies. The Local Planning Authority considers that it has, and will, satisfactorily comply with the requirements and responsibilities conveyed by the Self-Build and Custom Housebuilding Act 2015 in securing the adequate delivery of 'self-build' and 'custom-build' housing within its area within the required base period.

Whilst it is not disputed that the site can be considered to be in a sustainable location it has been proven that there is no need for the housing proposed, in terms either of 'self-build' or 'custom-build' or open market housing, which could justify planning permission being granted contrary to Development Plan Policy.

Background papers:	BA/2017/0474/FUL
Author:	Alison Cornish
Date of report:	19 January 2018
Appendices:	Appendix 1 – Map

APPENDIX 1

BA/2017/0474/FUL - 21A Church Close Chedgrave



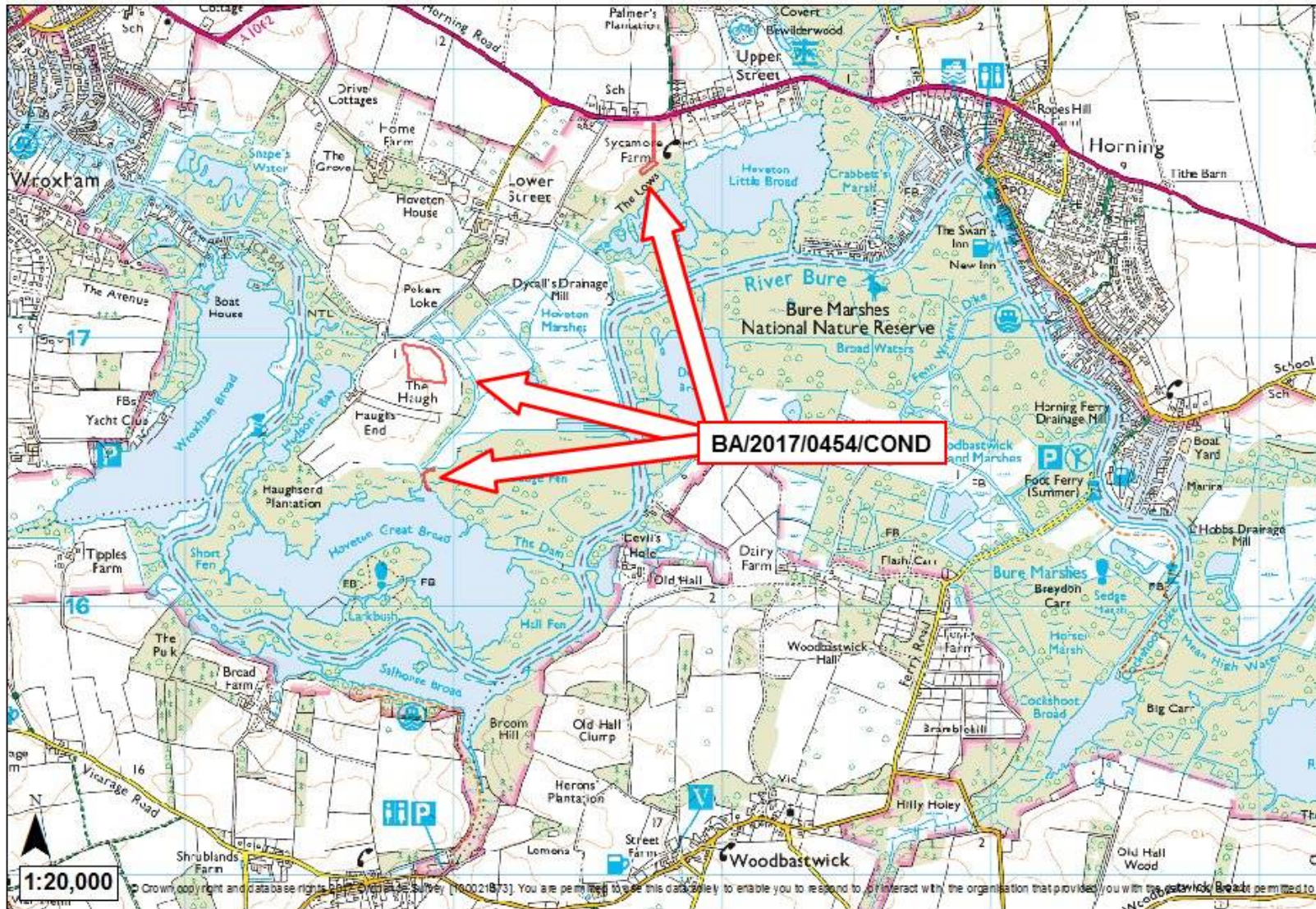
Reference:

BA/2017/0454/COND

Location

Hoveton Marshes, Horning Road, Hoveton

BA/2017/0454/COND - Hoveton Marshes



Application for Determination
Report by Planning Officer

Target Date	12 April 2018
Parish:	Hoveton Parish Council
Reference:	BA/2017/0454/COND
Location:	Hoveton Marshes, Horning Road, Hoveton
Proposal:	Variation of condition 2: approved plans, and removal of conditions 7: ramp sections, and 9: archaeology of permission BA/2014/0407/FUL
Applicant:	Natural England
Recommendation:	Approve subject to conditions and subsequent comments of Navigation Committee
Reason for referral to Committee:	Director discretion

1 Description of Site and Proposals

- 1.1 The application site forms part of the Hoveton Estate and includes areas of agricultural land and sites around Pound End Broad and Hoveton Marshes. This area lies to the south of Horning Road between the main settlements of Hoveton and Horning and to the west of the River Bure, north of Hoveton Great Broad. Other than the far south of the application site where it adjoins Hoveton Great Broad, the majority of the application area is not under any habitat designation.
- 1.2 Members may recall that in September 2014, planning permission was granted for development to facilitate a lake restoration project, proposed by Natural England (BA/2014/0248/FUL). That project is now underway. Subsequent to that permission being granted, an application proposing development facilitating a canoe trail on Hoveton Marshes to the north of Hoveton Great Broad was submitted. This was submitted partly in response to desires expressed in consultation responses to the previous application to improve public access to the site. When considering the initial project (and

associated funding bids) at the full Authority meeting of 26 September 2014, the Broads Authority concluded that they supported the project subject to the inclusion of better public access to the project site.

- 1.3 In March 2015 planning permission was granted for a new vehicular access from Horning Road, a car park, temporary buildings, boardwalk, slipway, landing stage, viewing platform and de-watering lagoon to facilitate the restoration of the dykes and waterways across Horning Marshes to facilitate the development and use of a guided canoe trail (BA/2014/0407/FUL). Work to implement this development has not yet commenced. Some pre-commencement conditions have been discharged (BA/2017/0433/APPCON) and an application addressing the remainder is currently under consideration (BA/2017/0497/APPCON) and will be determined under delegated powers.
- 1.4 This application seeks to vary condition 2 and remove conditions 7 and 9.
- 1.5 Condition 2 identifies the approved plans and documents. It is proposed to vary this to apply to amended plans and documents. The amendments are: the provision of boat trips on an amended route, rather than canoe trips; and, slubbing out dykes with an excavator and depositing spoil on adjacent banks, rather than mud-pumping to a lagoon.
- 1.6 The approved scheme provided for a guided canoe trail with a total of seven canoes at any one time (one guide boat, six canoes with up to three visitors in each) and up to three trips a day March to October over a set 3.6 km route through the marshes. It is proposed to use one electric boat instead of any canoes and run up to six trips a day, each lasting approximately 1.5 hours on an amended route. A precise specification of the boat is proposed to be submitted under condition in due course, but a propeller driven boat with electric motor is proposed and would have a maximum length of 26ft, beam of 8ft and draft of 2ft 6 inches. It would have a maximum capacity of 17 adults, plus one crew.
- 1.7 It is proposed to change the trail from guided canoes to a guided boat in order to make the trail more accessible to those less physically able, it would also allow the guide to communicate to the passengers more easily and preserve the tranquillity of the marshes and the applicant considers it more likely to be economically viable and self-sustaining. The 4km return route has been amended to make use of the larger dykes around the perimeter of the marshes which a boat could more easily navigate than the narrower route approved for the canoe trail. The approved slipway and staithe structures have been amended to allow boat access.
- 1.8 Condition 7 is a pre-commencement condition requiring section drawings and details of a 'ramp' shown on the approved drawings between the car park and footpath to the launching point. This drawing has been amended to clarify there would be no 'ramp' as such but the ground would be re-profiled with existing material on-site. The applicant does not consider this to require section drawings.

- 1.9 Condition 9 requires a scheme of archaeological evaluation for the area of the approved de-watering lagoon. This related to the approved methodology to mud pump the dykes to this lagoon, allow it to de-water and spread the dried material on agricultural land. The temporary lagoon would then be removed. It is, however, now proposed to dredge the dykes and place the material on the banks to dry following traditional slubbing out methods. There is therefore no longer a need for the de-watering lagoon and no other development is proposed on this part of the site. It is therefore proposed to remove this condition as it would no longer be relevant.
- 1.10 All other aspects of the development would remain as approved, including all necessary ecological and other mitigation measures. It is, however, noted it would be necessary to change the word 'canoe' to 'boat' in conditions 14, 15 and 22-26.
- 1.11 The applicant acknowledges that the proposal (as with the previous approved development) is not Environmental Impact Assessment (EIA) development (as defined in the *Town and Country Planning (Environmental Impact Assessment) Regulations 2017*). The applicant has voluntarily submitted an Environmental Statement on the basis that the combined scale of this project with the approved Hoveton Great Broad restoration has the potential to have significant environmental effects. The application was screened by the LPA when submitted. As an Environmental Statement has been submitted, the LPA must consider the application in accordance with the EIA regulations as if it were EIA development and an assessment of the Environmental Statement and environmental effects is made below.

2 Site History

- 2.1 BA/2014/0407/FUL New vehicular access from the A1062 Horning Road, car park, timber equipment store, temporary toilet facilities, boardwalk and canoe slipway at Pound End; landing stage, boardwalk, and viewing platform at Hoveton Great Broad; and temporary de-watering lagoon - Approved subject to conditions.
- 2.2 BA/2017/0433/APPCON Details of: Conditions 8: Biosecurity and 10: Macrophyte and Snail Survey of permission BA/2014/0407/FUL – Approved
- 2.3 BA/2017/0497/APPCON Details of Conditions 3: Fence and Gate Details, 4: Shed, Portaloos and Timber Screen Details, 5: Landscaping Scheme, 6: Footpath Details, 11: Habitat Creation and 28: Signage of permission BA/2014/0407/FUL – Approved.

3 Consultations

- 3.1 Consultations received

Natural England (as statutory consultee) - No comments.

Highway Authority – No objection.

Historic England – No objection in principle, recommend consult Historic Environment Service.

Historic Environment Service - Since the methodology has changed and no longer involves the construction of a de-watering lagoon, we are happy for condition 9 of planning permission BA/2014/0407/FUL to be removed.

Please note at the time of writing the report and when the Committee consider it, the consultation period is ongoing. The Navigation Committee will also consider the proposal at their meeting on 22 February 2018. The recommendation below is therefore subject to consideration of any additional responses and comments that may be raised subsequently.

3.2 Representations received

None received at time of writing the report.

4 Policies

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[Adopted Core Strategy \(2007\)](#)

CS1 – Landscape Protection and Enhancement
CS6 – Historic Environment
CS9 – Sustainable Tourism
CS11 – Sustainable Tourism
CS17 - Access and Transportation

[Adopted Development Management Policies \(2011\)](#)

DP1 – Natural Environment
DP2 – Landscape and Trees
DP3 – Water Quality and Resources
DP4 – Design
DP11 – Access on Land
DP29 – Development on sites with a High Probability of Flooding

- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

[Adopted Core Strategy \(2007\)](#)

CS20 – Rural Sustainability

[Adopted Development Management Policies \(2011\)](#)

DP5- Historic Environment

DP12 – Access to Water
DP14 – General Location of Sustainable Tourism and Recreation
Development
DP28 – Amenity

4.3 Neighbourhood Plan

There is no Neighbourhood Plan applicable to this area.

4.4 Material considerations

[NPPF](#)

5 Assessment

5.1 There has been no change in local or national planning policy since the approval of the original permission and that permission remains extant. It is therefore neither necessary nor appropriate to re-visit the principle of the overall scheme, but only to assess the changes proposed in this application. The Environmental Statement identifies ecological, landscape and visual impacts, flood risk, ground conditions, air quality and odour, noise and vibration, archaeology and cultural heritage, waste, traffic and access, and sustainability as potential issues which the scheme could affect and the assessment considers the amended scheme within the context of the Environmental Statement and assesses each of these issues.

5.2 One aim of the project is to provide access and enhance understanding and enjoyment of the marshes. This has previously been supported in principle by the Broads Authority. It is noted that the local community and other stakeholders have previously expressed aspirations to get better public access to the wider project area (including Hoveton Great Broad itself) and the proposed amendments do not fulfil those, but the use of a more accessible vessel which may encourage use by a greater section of the community is welcomed and is acceptable in principle in planning terms and in accordance with Policies DP12 and DP14.

Ecology

5.3 The approved scheme was proposed in order to improve the water quality and habitat in the dyke network by removing sediment and to provide access to an area of characteristic wetland, giving visitors an opportunity to appreciate the landscape and wildlife value of a previously inaccessible area.

5.4 The method of removing sediment has changed from mud pumping to slubbing out – a traditional maintenance operation which does not in itself constitute development. A different route through the marshes is proposed in order to accommodate a boat, but a greater length of dykes would be cleared and two further dykes would be cleared to allow access in case of emergencies.

- 5.5 Whilst a detailed specification for the proposed boat has not been provided at this stage, the shallow draft, electric propulsion and low wash identified would be acceptable in ecological terms. The greater number of trips per day is not considered to have any significant additional impact of wildlife disturbance and, as noted by the applicant, the use of one boat, rather than up to a total of seven canoes, may result in less noise as communication with passengers would be easier.
- 5.6 The proposals in respect of conditions 7 and 9 have no ecological implications.
- 5.7 The approved scheme was considered to have a neutral ecological impact in the short term, following mitigation, and long term beneficial impacts in terms of improvements in water quality and management plus landscape planting around the car park. Cumulatively with restoration of Hoveton Great Broad, any individual minor adverse impacts were not considered to have any significant impacts, including if work is carried out on the adjacent sites at same time. It is not considered that the proposed amendments, which would be subject to the same mitigation, management and monitoring conditions, would have any additional or unacceptable ecological impacts or impacts on the designated sites or protected species. On this basis, an Appropriate Assessment under the Habitat Regulations is not required. The proposal is acceptable in accordance with Policy DP1 and criterion (d) of Policy DP14.

Landscape and visual impacts

- 5.8 The proposed method of dyke clearance would result in material deposited on the adjacent banks and this is a characteristic feature of the Broads landscape which would have no adverse effects on it. The lagoon associated with the mud pumping would have had a temporary landscape impact and this would not now be required so this impact will be avoided.
- 5.9 The amended route would take the boat on dykes adjacent to the river, rather than through the centre of the marshes, where it may be visible through the bankside vegetation to passing boats on the river. This impact would be short-term and transient and not adversely affect the landscape or enjoyment of it.
- 5.10 It is not therefore considered the boat trail and sediment removal proposals would have any adverse landscape impacts and the proposal is acceptable in this respect in accordance with Policy DP2. The amendments to the slipway and staithe structures are minor and these remain appropriate in design terms in accordance with Policy DP4.
- 5.11 The proposal to remove the requirements of condition 7 to provide additional detail and section drawings of the ramp to address the change in levels between the car park and footpath has been justified on the basis the change in levels is slight and any required materials to level the surface would be generated on site. The supporting information does not satisfactorily explain this and further information is required to understand the extent of the change. In effect, this is the same information that condition 7 requires submission of, so it is not considered appropriate to remove this condition. It can, instead, be

amended to require submission of that information prior to work on that particular phase of the scheme, rather than prior to any commencement, to fit with the applicant's timescales.

Highways and Navigation

- 5.12 In terms of traffic, the boat trip would accommodate the same number of passengers per trip as the approved canoe trail but there would be up to double the number of trips per each day. The Highways Authority have no objection to this and the proposal is acceptable in this respect in accordance with Policy DP11.
- 5.13 The approved canoe trail did not use or affect the river or public navigation at all. The only difference with the boat trail is that at the start and end of each season, the boat would be launched at Wroxham and travel to the site via the river and through Black Horse Broad to Pound End Broad. It is not considered this would affect the navigation and the views of the Navigation Committee on the whole scheme will be sought in due course and taken into account prior to a decision being issued. It is, however, not considered that in planning terms the proposal would adversely affect the navigation and is acceptable in this respect.

Archaeology and cultural heritage

- 5.14 In assessing the approved scheme, it was identified that the proposed de-watering lagoon was the only aspect with potential to affect buried archaeological deposits. Condition 9 requiring investigation with trial trenches was considered necessary on this basis. The proposed change to methodology to excavate material and deposit it on the adjacent banks obviates the need for the de-watering lagoon and thus also condition 9. Historic England and the Historic Environment Service have no objection and the removal of condition 9 is considered acceptable in accordance with Policies CS6 and DP5.

Other matters

- 5.15 The proposed amendments are not considered to have any additional effects on other heritage assets, flood risk, ground conditions, amenity (including air quality, noise and vibration) or waste above any generated by the approved scheme.
- 5.16 Having assessed the submitted Environmental Statement, it is not considered that this amended proposal for access, in isolation or in combination with the restoration of Hoveton Great Broad, would result in any significant environmental effects. The mitigation measures which the approved scheme was subject to remain applicable to this amended scheme to mitigate the less than significant effects and those conditions, and all others not affected by this proposal, should be re-stated on any permission granted for this amended scheme.

6 Conclusion

- 6.1 In summary, the application proposes amending an approved canoe trail to a boat trail, using traditional dredging techniques in place of mud pumping, amending the slipway and staithe structures, omitting the approved de-watering lagoon and removing the need to submit further details of a ramp.
- 6.2 The amendments to the boat trail, sediment removal and structures are not considered to result in any additional or unacceptable ecological, landscape or amenity impacts. The additional traffic resulting from the doubling of the maximum number of daily trips is not unacceptable and the archaeological condition is no longer necessary, nor is condition 19 concerning restoration of the lagoon area. It is, however, considered necessary to retain condition 7 requiring additional details of the ramp.
- 6.3 Subject to any further consultation responses which may be received and the views of the Navigation Committee, the proposal to vary condition 2 and remove condition 9 is therefore acceptable, subject to retention of all other conditions appropriately re-worded to amend the word 'canoe' to 'boat' and reflect the fact some pre-commencement conditions have already been discharged.

7 Recommendation

- 7.1 Subject to any further consultation responses which may be received and the views of the Navigation Committee, approve with the following conditions:

In accordance with time limit on previous permission – work to commence by 2 March 2018

In accordance with submitted plans

Prior to construction

Elevations and materials of fence and gates at entrance*

Elevations and materials of shed, portaloos and timber screen*

Planting details*

Precise route of footpath and tree removal*

Sections and details of fill material to ramp (prior to commencement of car park works)

Work practices to minimise spread of invasive species**

Protection of organisms during mud pumping required **

Details of compensatory habitat*

During construction

Cessation of construction in freezing conditions

Mitigation during construction period as set out in Environmental Statement

Prior to first use

Two years breeding and non-breeding bird surveys prior to first operation

Management Plan to include proposals for pre-commencement surveys each year, surveying during operation, maintenance of structures, appropriate reporting and mitigation protocols
Access to be constructed to highways specification
Car park laid out and surfaced as approved plan prior to use
Gates to be positioned as per approved plan

Restoration and Enhancement

Landscaping to be completed in first available planting season
Provision of compensatory habitat

Operation

Removal of toilets at end of each season
Car park, shed and portaloos to be used in conjunction with the operation of the boat trail only, unless otherwise agreed.
Specification of type and size of boat to be used
Maximum of one boat on each trip
Maximum of six trips per day in daylight hours and only one trip at a time
Canoe route and ancillary development to operate March to October inclusive each year, subject to provisions of Management Plan
Replacement of any new tree or shrubs which dies within five years
Provision of signage*

*Currently subject to application BA/2017/0497/APPCON to discharge these conditions, wording can be amended to reflect any agreed details.

** Conditions discharged under application BA/2017/0433/APPCON, wording to be amended to reflect agreed details..

8 Reason for Recommendation

- 8.1 In the opinion of the Local Planning Authority, the proposal is acceptable in accordance with Policies CS1, CS6, CS9, CS11, CS17 and CS20 of the adopted Core Strategy (2007), Policies DP1, DP2, DP3, DP4, DP5, DP11, DP12, DP14, DP28 and DP29 of the adopted Development Management Policies (2014) and the National Planning Policy Framework and it is not considered the proposal would result in any significant environmental effects.

Background papers: BA/2017/0454/COND
Author: Maria Hammond
Date of report: 17 January 2017
Appendices: Appendix 1 – Map

BA/2017/0454/COND Hoveton Marshes



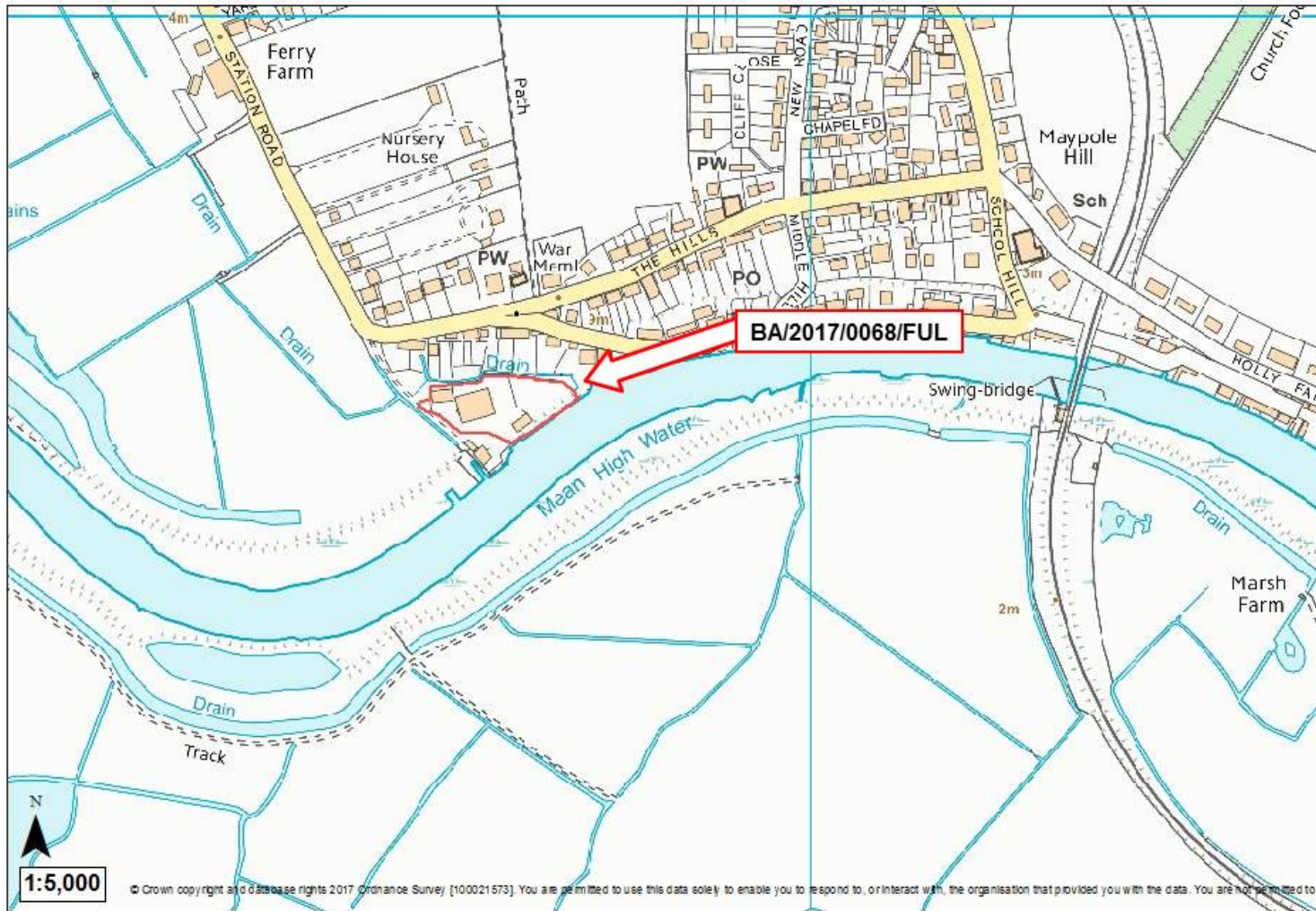
Reference:

BA/2017/0068/FUL

Location

Broadland Hoarding Solutions, 19 Station Road,
Reedham

BA/2017/0068/FUL - Broadland Hoarding Solutions, Station Road Reedham



Application for Determination
Report by Planning Officer

Target Date	9 February 2018
Parish:	Reedham Parish Council
Reference:	BA/2017/0068/FUL
Location:	Broadland Hoarding Solutions, 19 Station Road, Reedham
Proposal:	Office extension, new boathouse and replace existing boathouse
Applicant:	Mr David Grint
Recommendation:	Approve subject to conditions
Reason for referral to Committee:	Third party objections

1. Description of Site and Proposal

- 1.1 The application site is at 19 Station Road, Reedham and is the former Corvette Marine boatyard which has been occupied by Broadland Hoarding Solutions since approximately 2009. The site occupies approximately 0.61 hectares on the north bank of the River Yare and is accessed by a shared track from Station Road to the north. The site is bordered to the north, east and west by dwellinghouses and by the river to the south. The surrounding area is very rural in character with long views west towards Cantley and south to Hardley. The site is situated in flood risk zone 3a.
- 1.2 The site currently comprises of a large warehouse building in the centre, portakabin offices to the west and a boatshed to the south. A drainage ditch runs along the northern boundary and there is a timber walkway along the river frontage with private moorings, behind which is a large floodbank.

- 1.3 The site was formerly used for the manufacture and repair of boats. Broadland Hoarding Solutions now occupy the large warehouse and portakabin offices for their hoardings and joinery business and the boatshed is used by a local boatyard. Other small local businesses have used parts of the space also. There has been no change of use of the site in planning terms.
- 1.3 In 2009 planning permission was granted for temporary portakabin offices, removal of the existing boatshed and replacement with an office building and a new workshop building (BA/2009/0165/FUL). The portakabin offices were brought onto the site in breach of the pre-commencement and pre-occupation conditions and no other development took place. That permission was therefore not lawfully implemented and has since expired. The portakabins remain on site and in use and complaints have been received about their appearance and retention without planning permission.
- 1.4 This application seeks permission for an office extension, new boathouse and replacement of existing boathouse. It is effectively a revised version of the previously approved scheme.
- 1.5 The development is proposed in three phases. The first phase would be the provision of the office extension and subsequent removal of the portakabins. Office accommodation would be provided as a single storey lean-to extension to the northern side of the existing warehouse building. It would measure 5.5 metres deep along the 31.5 metre length of the building and a monopitch roof would extend off the existing roof. The west and north elevations would have various windows and doors to four individual office rooms, toilets and a small mess; a larger paint bay would be provided at the eastern end with a large roller shutter door opening in the end elevation. Materials would match the existing building (grey profile metal sheeting and white UPVC windows) and the adjacent area where the portakabins would be removed from would be used for parking.
- 1.6 The second phase would be the provision of a new building. This would be a single storey boathouse including a small reception area, mess/office and toilet. It would be sited at the eastern end of the site in an unmaintained and undeveloped area and be orientated parallel with the river. The footprint would measure 9 metres by 18 metres with eaves at 3.4 metres and a ridge at 5.4 metres above ground level. The northwest elevation would have double doors to the reception and a single, solid door to the boathouse. Windows would also feature on the northeast and southeast elevations and the southwest elevation would have a large roller shutter door. Grey profile metal cladding is proposed for the walls and roof, with four obscure clear cladding sheets acting as roof lights on each roof slope. A hardstanding track and three parking spaces would be provided, extending from the existing hardstanding which covers the majority of the site. It is understood the occupant of the existing boatshed would move into this building, allowing their operations to continue while the existing is removed and replaced which constitutes phase three.
- 1.7 Phase three is therefore the replacement of the existing boatshed. This existing single storey building measures 9 metres by 18 metres in footprint,

3.2 metres to the eaves and 5.2 metres to the ridge. It has timber clad walls, a corrugated sheet roof and is in a poor state of repair. It sits immediately adjacent to and parallel with the flood bank. A replacement building would be built on the same footprint and would include a double height boathouse space with a small (3.5 by 5.4 metres) first floor office. It would have an eaves height of 4.8 metres and ridge at 7 metres. Whilst it is labelled as a boatshed and designed as such, it is noted that whichever of the buildings the local boatyard do not occupy may be used for a commercial use of similar character that may or may not be directly boat related.

- 1.8 The southwest elevation would have a large roller shutter door, windows and doors would feature on each side at ground floor level and the northeast elevation would have a small ground floor and larger first floor window. The materials would match the new building. To the immediate northeast of each building, there would be an oil tank for heating and a dedicated space for three containers to be stored would be provided at the northeastern end of the replacement boathouse, with parking spaces along the northwest elevation.
- 1.9 It is also proposed to retain and complete 2.4 metre high close boarded timber fencing around the southwest and northern site boundaries and repaired and replaced quayheading and decking on the river frontage where private moorings exist.

2. Site History

- 2.1 BA/2009/0165/FUL Proposed temporary portakabin offices, removal of existing boathouse and replacement with office building and proposed workshop building – Approved subject to conditions.

3. Consultations

- 3.1 Consultations received

Parish Council - Please could a site lighting plan be submitted/agreed before permission is granted. Local residents are concerned about light pollution as there are no street lights in Reedham Village. There needs to be sufficient access to the flood wall to allow for maintenance and repairs. Concerns were raised that the revised plans would not make this possible. Could planning permission include site access time restrictions to avoid disturbing the immediate neighbours. Access not before 07:00 or after 22:00 for example.

District member – No response.

Environment Agency – No objection providing you have taken into account the flood risk considerations which are your responsibility.

Highways Authority – No objection. Recommended condition requiring parking to be laid out prior to first use.

Broadland District Council Economic Development Officer – Full support for this application.

3.2 Representations received

One representation in support of the application notes the demise of other local boatyards.

Two representations raise no objections. One is on the basis the first phase would remove the Portakabins at the rear of their garden and the other is subject to the work being carried out during reasonable hours.

Three representations have raised objections which can be summarised as follows:

- the two storey building would be out of scale and intrusive to neighbouring properties and in views from the river;
- not good quality design or materials which would be detrimental to local amenity;
- development does not enhance special character of Broads;
- visual impact on neighbouring occupiers;
- overlooking from first floor window;
- land at eastern end of site has never been developed and should remain so;
- parking should be further from houses;
- concerns about previous and new lighting and light pollution from within buildings;
- increased risk of flooding on and off site;
- concern about condition and capacity of ditch along northern boundary; and,
- insufficient and inadequate information to assess proposal.

4 Policies

4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[Core Strategy Adopted September 2007 pdf](#)

CS1 – Landscape Protection and Enhancement

CS9 – Sustainable Tourism

CS22 – Economy

CS23 – Economy

[DEVELOPMENTPLANDOCUMENT](#)

DP1 – Natural Environment

DP2 – Landscape and Trees

DP3 – Water Quality and Resources

DP4 – Design

DP11 – Access on Land
DP29 – Development on Sites with a High Probability of Flooding

- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

[Core Strategy Adopted September 2007 pdf](#)
CS20 – Rural Sustainability

[DEVELOPMENTPLANDOCUMENT](#)

DP20 – Development on Waterside Sites in Commercial Use, including boatyards
DP28 – Amenity

- 4.3 Neighbourhood Plan

There is no Neighbourhood Plan covering this area.

Material consideration - [NPPF](#)

5 Assessment

- 5.1 It is first necessary to consider the principle of the development. The use of the site is not proposed to change from its current B2 general industrial use which is consistent with its former use for boat manufacturing. The National Planning Policy Framework supports the sustainable growth and expansion of all types of business and enterprise in rural areas, through conversion of existing and provision of well designed new buildings (paragraph 28). Policy DP20 allows for the diversification, redevelopment or change of use of a waterside site in commercial use, subject to:

- a) The proposed use is an employment or commercial use that is complementary in scale and kind with existing waterside commercial uses;
- b) The proposed use would not prejudice a return to boatyard use; and,
- c) The proposals form part of a comprehensive scheme for the site that retains the site as a unified management unit.

- 5.2 As noted above, there is no change of use so the proposal satisfies criterion (a) and both the uses and design of the buildings would not prejudice a return to a boatyard and would retain some boatyard uses, in accordance with criterion (c). Whilst different businesses may operate within the site, it is proposed to retain the site as a unified management unit in accordance with criterion (c). The proposal is therefore acceptable in principle in accordance with Policy DP20 and also Policies CS9, CS22 and CS23 which seek to retain waterside employment sites and protect them from redevelopment resulting in a loss of employment.

- 5.3 It is therefore necessary to consider the flood risk, design, amenity, biodiversity and landscape impacts of the proposals.
- Flood risk
- 5.4 The site is in flood risk zone 3a, the high probability zone. In this zone, extensions to existing buildings and replacements are acceptable in principle. The new building proposed would be a general industry use, which is classified as 'less vulnerable' and also acceptable in principle in zone 3a. This proposal can pass the sequential test as the new development is proposed in relation to the existing and it would not be reasonable to require this to be provided on another site at lower risk of flooding.
- 5.5 The Environment Agency have no objection in flood risk terms, but note that the flood bank would not provide protection in the 1 in 100 year plus climate change flood event and that the office extension would flood up to 2 metres, the replacement boatshed up to 2.07 metres and the new building by 1.7 metres. Flood resilience measures are proposed in each building up to 2.07m AOD and the replacement boatshed would provide first floor space as a (small) place of refuge. Externally the site would flood up to 2.2 metres deep and the velocity of water would represent a danger to all, including the emergency services. It is therefore necessary for the proposed flood resilience measures to be required by condition and also for a comprehensive response plan to be prepared ensuring early evacuation and other measures.
- 5.6 Parts of the site are also at risk of surface water flooding and the new buildings and additional areas of hard standing could exacerbate this. Occupants of the neighbouring dwellings to the north have expressed concerns at the lack of maintenance of the ditch along the northern boundary and increased risk of flooding if additional surface water drains to this. The applicant does not know who owns the ditch but has indicated a willingness to take on its maintenance if he is able to discharge surface water to it. It is necessary for a detailed surface water management plan to be submitted to assess whether this is appropriate, or agree an alternative scheme, and this should be required by condition.
- 5.7 Whilst it is acknowledged that the site is at a risk of fluvial and surface water flooding and a 1 in 100 year plus climate change fluvial event would have significant consequences for the safety of workers, operations and assets, in policy terms the proposal is acceptable in accordance with the NPPF and Policies CS20 and DP29.
- 5.8 The Environment Agency are satisfied that there is sufficient to the flood bank to allow for maintenance and repair.
- Design
- 5.9 The proposed office extension is a simple extension of the existing form in matching materials. It would occupy an area currently used for external storage of containers and drums (used to support temporary hoardings) and this storage would be displaced elsewhere on the site. In design terms, this functional extension is acceptable and this first phase of the development

would allow the portakabins to be removed, resulting in an improved appearance to the site. The fencing, quayheading and decking is also acceptable in design.

- 5.10 The proposed new building would be sited in a currently undeveloped area which has previously been used for informal storage to the detriment of the appearance of the site. The siting of this building has been amended to address the Environment Agency requirements (see 5.8 above) and consequently pushed further north, 3 metres from the proposed boundary fence. Whilst it may be preferable for all buildings to be sited more centrally on the site and form a tighter group to limit the spread of development across the site, the applicant has advised that this is not possible for operational reasons and wishes for the application to be determined as submitted. The proposed siting is not unacceptable in design terms, subject to amenity considerations which are assessed below.
- 5.11 The replacement boatshed would occupy the same footprint as the existing so there is no objection to the siting, although the addition of a first floor and increase in height of 1.8 metres would make this more visible in views across the site from the elevated ground along Station Road and Riverside to the north and from the river and marshes beyond. It would, however, be no taller than the existing warehouse and on a much smaller footprint. The height is necessary to provide a large boathouse space and it is not considered inappropriate in the context of the scale of the overall site and existing warehouse. The landscape impact is considered further below.
- 5.12 The new and replacement buildings would be of similar designs and matching materials to each other. They are of a simple, functional design for contemporary boatsheds and this is not inappropriate on this site. It is noted the neighbour representations have raised comments about the quality of the design and materials. These comments are appreciated and all new development on the Broads should be of a high quality design which respects its surroundings and reinforces local distinctiveness. The scale and form of the buildings is typical for Broads boatsheds and the materials are functional and characteristic of modern boatyard buildings. The detailed design and fenestration is simple and therefore the design can be considered acceptable. It is also noted that some representations suggest that there is insufficient information to consider the impacts of the development. Whilst additional information, for example, section drawings, would be welcomed, these are not a requirement and there is adequate information to understand and assess the proposals and their impacts and the proposal is in accordance with Policy DP4.

Amenity

- 5.13 It must be acknowledged that this is an existing commercial site which operated for many years as a boat building yard prior to its current industrial use. The provision of the office extension to the warehouse would allow for the existing portakabins, which have been the subject of complaints due to their detrimental impact on the visual amenity of neighbouring occupiers at the western end of the site, to be removed. Whilst the office extension would be

within approximately 5 metres of the site boundary which borders the curtilages of a number of dwellings, it is not considered the office use would have any unacceptable impacts on amenity and would sit on lower ground and screened by trees so there would be no overlooking or loss of privacy, No details of any mechanical extraction or ventilation equipment required for the paint bay have been provided and an appropriate specification that would not give rise to any unacceptable amenity impacts should be secured by condition.

- 5.14 The replacement boatshed, in terms of its use, would have no greater impact than the existing, however representations have raised concerns that the first floor office window on the northeast elevation would have views towards the dwellings and their gardens towards the eastern end of the site. This window would be over 40 metres from the proposed boundary fence and it is not considered that any views beyond this fence when the office is in use would be significant or result in any unacceptable overlooking or loss of privacy.
- 5.15 It is considered that the new building has the most potential to adversely affect amenity. It would be 3 metres from the proposed fence, beyond which there is a small open area within the applicant's ownership and the drainage ditch, before the sloping gardens of the dwellings along Station Road and Riverside. Due to the elevated position of these dwellings, there would be direct views of this building where there are currently views of the river and marshes. The loss of such private views is not a material consideration, although there are also some limited public views between the dwellings from Station Road and Riverside but the effect on these is not so significant as to be unacceptable. The 2.4 metre high solid fence would block some views of the building itself and it is considered that providing landscaping in the area between the ditch and fence would be beneficial to amenity and biodiversity; this should be secured by condition.
- 5.16 As well as a view of the building, the occupants of these dwellings would experience some noise and activity from the operations within and around this building. The fence and landscaping would provide a buffer to this and it is considered necessary to manage hours of operation by condition to protect amenity at unsociable hours. Some representations have commented on the hours of deliveries and operation of the existing uses on site and requested that these be limited. It is not appropriate to enforce conditions on existing operations, but the use of the new and replacement buildings and construction hours can be managed by condition. The permitted use should also be specified in a condition and permitted development rights for change of use should be removed in the interests of protecting amenity.
- 5.17 The Parish Council and neighbours have commented on the existing lighting on the site. In order to protect the amenity of neighbouring occupiers and the dark skies of Reedham, a comprehensive lighting scheme for the site is considered necessary. It is noted that the windows and rooflights of the buildings would also generate a degree of light spill and it is considered necessary to agree the rooflight material prior to commencement to ensure this would provide natural light in the daytime but limit artificial light spill.

- 5.18 This proposal would largely provide replacement facilities but the new development does have the potential to result in additional impacts on the amenity of adjoining occupiers. The siting and orientation of the new boatshed has been discussed with the applicant to achieve design and amenity improvements, but the proposed siting is necessary for operational reasons and the applicant wishes for the application to be determined as submitted. Conditions are necessary to protect the amenity of adjoining occupiers and, subject to these, it is not considered the proposal would result in any impacts on amenity that would be unacceptable or so significant as to justify a refusal of planning permission.

Biodiversity

- 5.19 A survey of the existing boatshed to be demolished has been submitted and this identifies occasional bat roosting niches. It is therefore necessary for a further emergence survey to be undertaken prior to any work on this phase and a method statement for reptiles must be complied with. Enhancement measures are also required and conditions securing these are necessary. Subject to these, the proposal is acceptable in accordance with Policy DP1.

Landscape

- 5.20 As identified above, the replacement boatshed would be more visible than the existing in views across the site from Station Road, Riverside, the river and marshes. The new boatshed would also contribute to this, particularly as it is on the same orientation as the replacement boatshed so from a distance they may be seen as one. This is a relatively large site with an existing industrial character and it is not considered the scale of development would significantly increase the presence of the site within the wider landscape and the design of the buildings is acceptable so any views of it would not be detrimental to its setting.
- 5.21 As noted above, a landscaping scheme for the area between the boundary fence and ditch is considered necessary and this should also include measures to protect existing trees on site during construction. Subject to this, the proposal is considered acceptable in terms of landscape impact and landscaping in accordance with Policy DP2.

Other matters

- 5.22 A response from the Environmental Protection Officer is awaited. It is noted that a contamination survey was required by condition on the previous permission and it is likely to be necessary again, as well as any additional conditions the Environmental Protection Officer may recommend.
- 5.23 There is no objection from the Highways Authority, subject to a condition securing the identified parking layout, and the proposal is acceptable in accordance with Policy DP11.
- 5.24 In order to facilitate the prompt implementation of the office extension in the interests of securing the early removal of the portakabins, it is considered appropriate to relate the conditions to the proposed phases.

- 5.25 It is also noted that the unauthorised portakabins have been on site since 2009 and the Local Planning Authority should be mindful of the risk of their obtaining a lawful use should they not be removed before the expiry of a period of 10 years. It would be prudent to serve an Enforcement Notice requiring their removal by the end of 2018, or such other date as can be agreed to coincide with the implementation of Phase 1, to prevent their becoming immune from enforcement action.

6 Conclusion

- 6.1 The application proposes replacement and new development at an existing waterside commercial site than provides local employment opportunities. This is acceptable in principle.
- 6.2 The site is at a high risk of flooding and has a close relationship with a number of neighbouring dwellings. These sensitivities require careful consideration, however, it is considered that appropriate conditions can be used to manage the development in the interests of flood safety and protecting amenity. Conditions shall also be necessary to manage biodiversity, landscaping and parking and subject to these, the development is acceptable.

7 Recommendation

Approve subject to the conditions as listed below, and that authority be granted for the service of an Enforcement Notice to prevent the portakabins obtaining a lawful use:

- i. Standard time limit
- ii. Prior to commencement of Phase 1
- iii. Details of any extraction/ventilation equipment for Phase 1
- iv. Flood resilience measures for Phase 1
- v. Flood response plan for Phase 1
- vi. Surface water management plan for Phase 1
- vii. Parking for Phase I to be provided prior to first occupation
- viii. Removal of portakabins within three months of completion of Phase 1
- ix. Prior to commencement of Phases 2 and 3
- x. Details of any extraction/ventilation equipment for Phases 2 and 3
- xi. Flood resilience measures for Phases 2 and 3
- xii. Flood response plan for Phases 2 and 3
- xiii. Surface water management plan for Phases 2 and 3
- xiv. Details of rooflight materials
- xv. Lighting scheme
- xvi. Bat emergence survey
- xvii. Biodiversity enhancements
- xviii. Landscaping, to include tree protection and subsequent management

- xvii. Compliance with reptile method statement
- xviii. Construction hours

- xix. Parking for Phase 2 to be provided prior to first occupation
- xx. Parking for Phase 3 to be provided prior to first occupation

Operation

- xxi. Hours of operation
- xxii. Use and removal of permitted development rights for change of use

8 Reason for Recommendation

- 8.1 In the opinion of the Local Planning Authority, the proposed development is acceptable in accordance with Policies CS1, CS9, CS20, CS22 and CS23 of the adopted Core Strategy (2007), Policies DP1, DP2, DP3, DP4, DP11, DP20, DP28 and DP29 of the adopted Development Management Policies (2014) and the National Planning Policy Framework which is also a material consideration in the determination of this application.

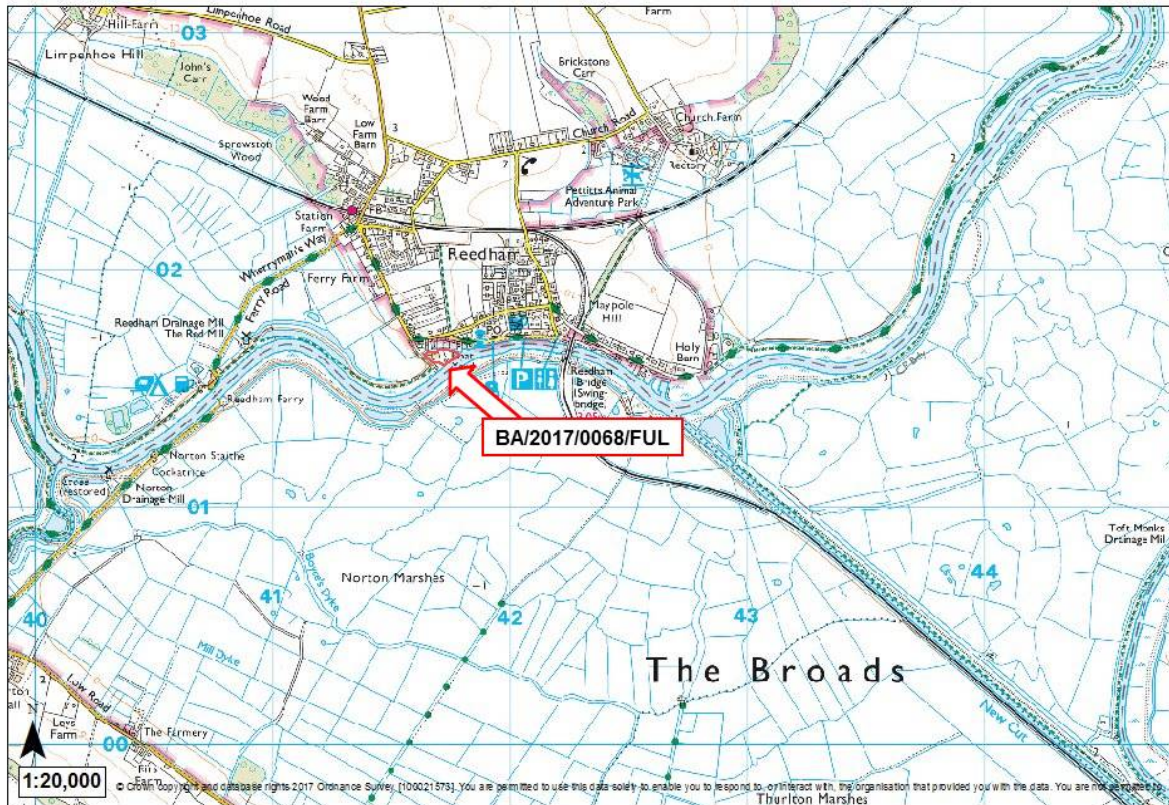
Background papers: BA/2017/0068/FUL

Author: Maria Hammond

Date of report: 17 January 2017

Appendices: Appendix 1 – Map

BA/2017/0068/FUL - Broadland Hoarding Solutions, Station Road Reedham



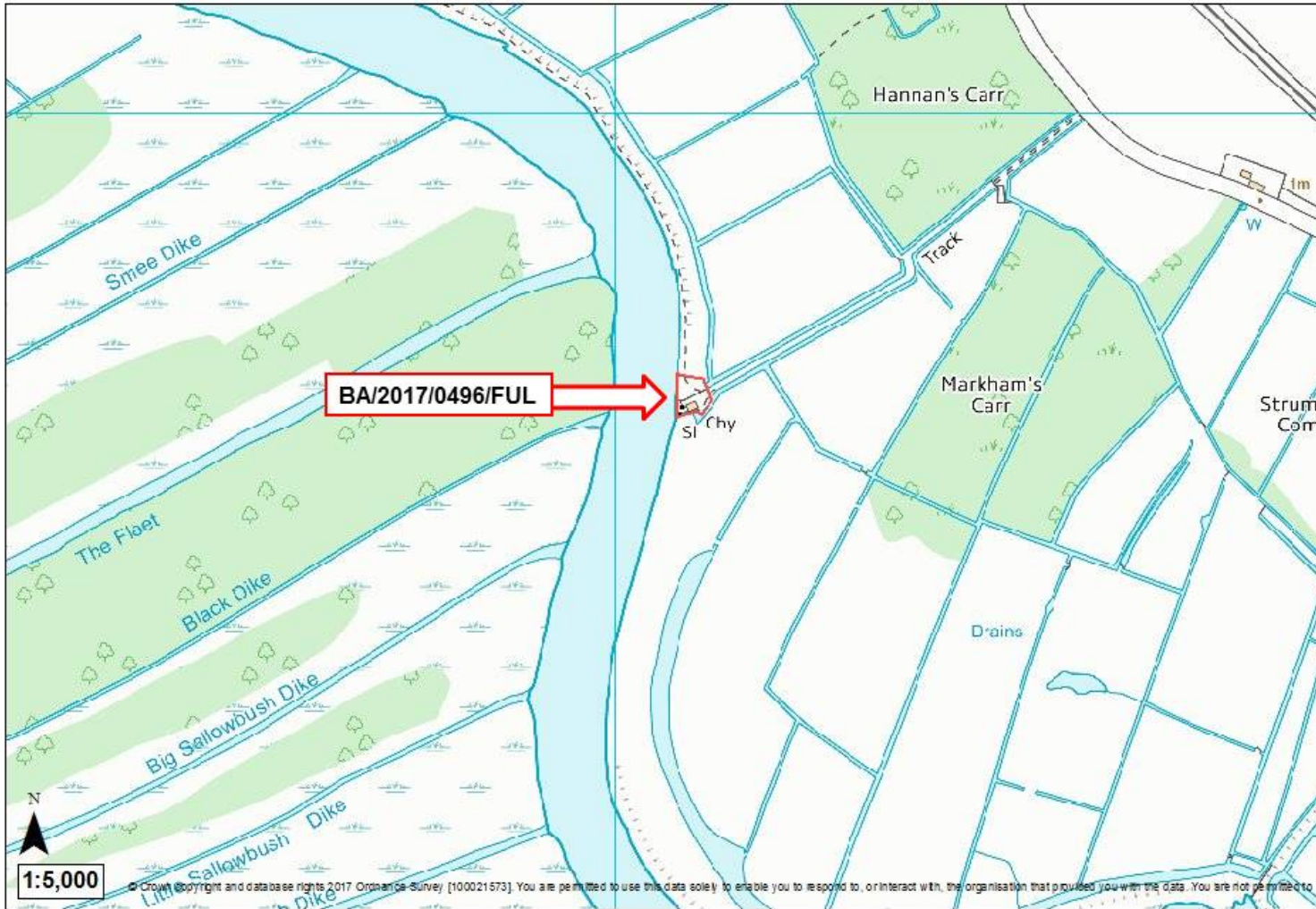
Reference:

BA/2017/0496/FUL

Location

Pumping Station, Low Road, Strumpshaw

BA/2017/0496/FUL - Pumping Station Strumpshaw



Application for Determination
Report by Planning Officer (Compliance and Implementation)

Target Date	16 February 2018
Parish:	Strumpshaw Parish Council
Reference:	BA/2017/0496/FUL
Location:	Pumping Station, Low Road, Strumpshaw
Proposal:	Works to chimney, the engine house, moving of irrigation pump and landscaping in the area
Applicant:	Ms Sarah Burston for RSPB
Recommendation:	Approve subject to conditions
Reason for referral to Committee:	Director discretion

1 Description of Site and Proposals

- 1.1 The application site sits within Strumpshaw Fen RSPB Reserve. Strumpshaw Fen sits on the north east bank of the River Yare, to the south of Brundall. Strumpshaw Fen is a rural site which operates as a popular nature reserve with visitor trails, hides and a small visitor centre and forms part of a Site Special Scientific Interest (SSSI), RAMSAR Site, Special Area of Conservation (SAC), Special Protection Area (SPA) and is a National Nature Reserve (NNR). The reserve is accessed via a carpark which sits to the north east of the site, on the opposite side of the Norwich to Lowestoft rail line which runs through the north east side of the reserve. To the south of the site sits a Locally Listed steam engine house and chimney and whilst a private track, which is suitable for vehicles, runs down from Station Road to the steam engine house and chimney, the public can only access them by private footpaths within the reserve.
- 1.2 The subject of this application is the Locally Listed steam engine house and chimney. The complex was constructed in the 1890's and consists of a tall octagonal chimney sat on a square plinth base and a large, broad, single storey engine house. The chimney and engine house are predominantly

constructed by gault bricks and the engine house has a corrugated cement fibre sheet roof. Both the chimney and the engine house contain high quality cast iron work, including windows, patress plates, and a chimney cowl. The building was used to pump water from the marshes via steam and then later a diesel pump and therefore illustrate the development of pumping techniques over time. The buildings are now used as an informal store. Visually, the buildings are in a state of disrepair and neglect.

1.3 The proposals include:

- Repair works to the chimney including straightening up and underpinning;
- Repair works, replacement roof, and erection of an open sided lean-to extension to the engine house (approximately 7.9m x 2.5m x 2.5m);
- Repair works to the drainage lane;
- Moving of an irrigation pump and install hardstanding for pump;
- Landscaping and interpretation to improve access;
- Temporary works compound for work vehicles and materials, to be situated off Station Road (approximately 430m to the north east of the engine house).

1.4 The above works are proposed to be undertaken under the Heritage Lottery Funded (HLF) scheme Water, Mills and Marshes. Over the course of the project the HLF partnership will be submitting applications to the Broads Authority as Local Planning Authority to seek to repair and restore a number of vulnerable drainage windmills and pumps within the Halvergate area. This is the first application to be submitted.

2 Site History

2.1 BA/2004/3867/HISTAP- Flood defence works including bank strengthening, bank re-alignment, soke dyke excavation, temporary site compounds and access and associated engineering works- Approved subject to conditions

3 Consultations

3.1 Consultations received

Parish Council- to be reported orally

District Member- to be reported orally

Broads Society- to be reported orally

Highways- no objection subject to conditions covering the submission of a Construction Traffic Management Plan and restricting construction vehicles to the agreed Construction Traffic Access Route.

Historic Environment Services at Norfolk County Council - Based on currently available information the proposed development will not have any significant impact on the historic environment and we do not wish to make any recommendations for archaeological work.

Environment Agency- to be reported orally

Natural England- to be reported orally

Network Rail- to be reported orally

3.2 Representations received

None received at the time of the writing of the report.

4 Policies

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[Development-Plan-document](#)

DP1 Natural Environment

DP2 Landscape and Trees

DP4 Design

DP11 Access on Land

DP27 Visitor and Community Facilities and Services

DP28 Amenity

DP29 Development on Sites with a High Probability of Flooding

The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

Development Management Policies 2011-2021

DP5 Historic Environment.

- 4.2 Neighbourhood Plan

[Strumpshaw Neighbourhood Plan](#)

- 4.3 Material considerations

[NPPF](#)

5 Assessment

- 5.1 The key issues in the determination of this application are the principle of the development and the impact on the historic environment and the local landscape.

Principle

- 5.2 In terms of an assessment, the steam engine house and chimney forms one of a group of drainage mills and pumps making a significant contribution to the drained marsh and cultural heritage of the Broads area, both cumulatively and individually. This example is particularly rare containing 1 of the only 3 surviving brick chimney stacks associated with steam-driven drainage pump within the Broads. The engine house and chimney form a well-known and significant positive landscape feature within Strumpshaw Fen, being visible from the Wherryman's Way and by boat traffic on the River Yare. Works to secure the retention of such an important and visually prominent building is welcomed. Essentially, the proposal seeks to improve the longevity of a historically significant building in the Broads, which in turn will improve the likelihood that the building is available for future generations to enjoy. The principle of the proposal is therefore welcomed and consistent with the National Planning Policy Framework and Policy DP5 of the Development Management Policies DPD (2011).

Historic Environment

- 5.3 Turning to the detail of the proposal, heritage assets are a finite resource and inappropriate alterations can be irreversibly damaging to such sensitive historic buildings. It is therefore important to ensure that the repairs and alterations proposed are appropriate. The application was supported with a robust Heritage Statement and Impact Assessment which goes into detail of the repairs and alterations proposed.
- 5.4 In terms of the chimney itself, it currently sits at an angle; this is thought to be due to the instability of the soft peat on which it stands. Whilst the chimney is not currently dangerous whilst static, there are concerns that strong winds could topple the chimney into the River Yare. The proposals therefore include the underpinning of the chimney and the straightening of the tower. Although underpinning can be rather intrusive to historic buildings generally, the proposal includes the use of screw piles which are a less intrusive form of underpinning, cause less soil displacement and is particularly appropriate where vibration could cause damage to adjacent structures. The underpinning is therefore considered an appropriate intervention especially given the alternative of losing the chimney all together. The straightening of the tower, which is to be achieved by a system of jacks and scaffolding, will also help secure the structure's longevity and is welcomed. The repairs proposed to the brickwork and iron cowl at the top of the chimney are considered to be minor, and acceptable subject to appropriate details being conditioned.
- 5.5 Repairs to the engine house include the removal and replacement of the roof structure and covering. Whilst repairs will be achieved where possible, largely a replacement timber roof structure is required due to the existing roof structure being fire damaged. The existing corrugated cement fibre sheet roof is a later addition and is coming to the end of its useful life. The proposal is to replace the roof with a timber roof structure and a similar corrugated metal sheet roof which will secure the longevity of the building and is welcomed. The

replacement roof is therefore considered acceptable subject to the details being conditioned. Repairs to the engine house include the opening up and repairing of the existing iron windows and works to the brickwork, concrete floor, and drainage lane, all of which are also considered acceptable subject to details which can be covered by planning condition.

- 5.6 In terms of the proposed extension to the engine house, the proposed lean-to extension encloses an area which has been historically roofed and used as a coal store. The lean-to is proposed to be of a simple design and lightweight materials which would be visually and functionally subservient to the existing engine house and therefore considered acceptable. In addition the lean-to will act as a shelter for visitors who will be able to enjoy the engine house and chimney in inclement weather, or act stop off on a long walk around the reserve, which is welcomed.
- 5.7 There will be some minor groundwork required as a result of this proposal, however the Historic Environment Services team at Norfolk County Council, as statutory consultee, do not consider these to be significant or to require a condition or watching brief. The impact on archaeology is therefore considered acceptable.
- 5.8 The proposal includes the installation of interpretation of the site and whilst the details of this have not been submitted (and will be covered by planning condition), this element is particularly welcomed. Interpretation enhances people's understanding of the historic environment and in turn increases an affinity and appreciation for it. The details will be conditioned and the interpretation will form part of the overall interpretation of the Water, Mills and Marshes project.
- 5.9 Overall, the impact on the Historic Environment is considered to be consistent with the National Planning Policy Framework and Policy DP5 of the Development Management Policies DPD (2011).

Landscape

- 5.10 In terms of the impact on the landscape, the engine house and chimney complex is a significant landscape feature and works to secure the retention of this feature in the Broads landscape is welcomed. The proposal includes some additional landscaping around the engine house, as well as a small bridge across the dyke, ramp down from the riverbank, interpretation, storage area, lighting, hardstanding for the re-located irrigation pump, and some hard and soft landscaping. These details have not been submitted and whilst in principle are considered acceptable, it is considered the details should be conditioned to be agreed prior to commencement. Subject to prior approval of details, it is considered that the impact on landscape is considered acceptable.
- 5.11 The re-location of the irrigation pump to the more visually subservient south side of the building is welcomed.

- 5.12 The works compound would be located off Station Road (approximately 430m to the north east of the engine house) and would be temporary whilst the works to the engine house are to be undertaken. The field, which is proposed to hold the temporary works compound, is grassed and has a geotextile mat covering, so no additional hardstanding will be required. There is limited space at the engine house itself and by having a works compound elsewhere will limit disturbance, as well as reducing any risk associated with ground compaction. Although the works compound is proposed to be temporary it is considered appropriate to condition its removal and the restoration of the land back to its original condition on cessation of the works. Subject to the recommended conditions the use of a temporary works compound, in landscape terms, is considered acceptable. Please see point 5.16 below for an assessment into the temporary works compound and access.
- 5.13 The impact on the landscape is considered to be consistent with the National Planning Policy Framework and Policy DP2 of the Development Management Policies DPD (2011).

Ecology

- 5.14 Although the site is located in a very sensitive area in ecological terms the proposals are not considered to impact on any of the special designations relating to the site. Natural England's comments are awaited on this however and the members will be updated verbally. A Protected Species Survey was submitted with the application. Although no bats were found to be using the structure, they are known to use the woodland and dark river area near the site and it therefore it is considered appropriate that any new lighting should be restricted by condition. Given the possibility of nesting birds using the site, the timing of the work should be restricted or the site checked by a suitably qualified ecologist prior to the works taking place. Given the wetness of the site and closeness to water reptiles and amphibians may use the site, it is therefore considered appropriate to condition details of the works to limit the possibility of disturbance. In addition to the above, Policy DP1 seeks appropriate biodiversity enhancements on development such as this which should also be conditioned. Subject to the above recommended conditions the impact on ecology is considered acceptable.
- 5.15 The impact on ecology is considered to be consistent with the National Planning Policy Framework and Policy DP1 of the Development Management Policies DPD (2011).

Access

- 5.16 The main RSPB visitor carpark sits away from the application site and will not be used by the contractors who undertake the works to the pump house and chimney. The temporary works compound is proposed to be used to store contractor's vehicles and materials whilst works to the pump house and chimney are undertaken. Materials will be driven down from the compound to the pump house to be dropped off and used. Vehicles using the compound, and accessing the pump house directly, will need to cross a manned rail

crossing to the west of the site. It is however, considered that the use of the site compound will reduce the amount of movements required over the manned rail crossing and the disruption will only occur for a period whilst the works take place, it is therefore considered that the impact on the manned rail crossing will be minimal and can be mitigated. However, the comments from Network Rail are awaited and members will be updated verbally on this.

- 5.17 It is considered that there will be a small amount of disruption to the local minor road network whilst the works are undertaken. It is considered that the use of the works compound will restrict the amount of disruption however. Highways have no objection to the proposal subject to the imposition of conditions relating to the covering the submission of a Construction Traffic Management Plan and restricting construction vehicles to the agreed Construction Traffic Access Route. After the works are complete the compound area will be removed and it is considered that there will be no additional impact on the highways as a result of the proposal.
- 5.18 The impact on access and highways is considered to be consistent with the National Planning Policy Framework and Policy DP11 of the Development Management Policies DPD (2011).

Flood Risk

- 5.19 Although this site is within Flood Risk Zone 3b, the works are minor, comprising mainly repairs and it is not considered that they would adversely affect flood risk. The lean-to will remain open which means flood waters will not be restricted. It is therefore considered that there will not be any adverse impact on flood risk as a result of the proposals, in accordance with policy DP29 of the Development Management Policies DPD (2011).

Amenity

- 5.20 The engine house and chimney complex, whilst prominent in the landscape, sits in isolation and away from any residential development. The works compound on Station Road is proposed to be approximately 130m away from a residential property. There will be a visual and noise impact associated with vehicles using the site and materials being stored, however the impact of this will be temporary. The works are predicted to take approximately 12 months, and the site is proposed to be put back to the original condition upon completion. It is therefore not considered there would be any significant adverse impact on neighbouring amenity as a result of the proposals, in accordance with policy DP28 of the Development Management Policies DPD (2011).

6 Conclusion

- 6.1 To conclude, the proposal seeks to improve the condition and longevity of a historically significant building in the Broads, which in turn will improve the probability that the building is available for future generations to enjoy. The

methods proposed to secure the longevity of this building are considered appropriate subject to the recommended conditions proposed. The development is therefore welcomed and recommended for approval subject to the conditions outlined below.

7 Recommendation

Approve subject to conditions:

- i. Standard time limit
- ii. In accordance with approved plans
- iii. Brick repair to be undertaken in accordance with submitted Repair Strategy
- iv. Cowl detail to be submitted
- v. Any damage created as a result of the work will be repaired as agreed by LPA
- vi. The works compound will cease 1 month following completion of the works
- vii. The land at the works compound will be put back to original condition within 3 months following completion of the works
- viii. All new materials and treatment to be agreed
- ix. Joinery and ironwork details to be agreed
- x. Rainwater goods to be agreed
- xi. Location and details of Interpretation to be agreed
- xii. Lighting to be agreed
- xiii. Hard and Soft landscaping to be agreed
- xiv. Biodiversity Enhancements to be agreed
- xv. Construction Traffic Management Plan and Access Route to be agreed
- xvi. All traffic to comply with Construction Traffic Management Plan and Access Route agreed

8 Reason for Recommendation

- 8.1 The proposal is considered acceptable in accordance with Policies DP1, DP2, DP4, DP5, DP11, DP27, DP28 and DP29 of the adopted Development Management Policies DPD (2011), the National Planning Policy Framework (2012) and the general ethos of the Strumpshaw Neighbourhood Plan (2014) which is a material consideration in the determination of this application.

Background papers:

BA/2017/0496/FUL

[2015 – Easy Access to Historic Landscapes - Historic England](#)

[2015 - Easy Access to Historic Buildings - Historic England](#)

Author:

Kayleigh Judson

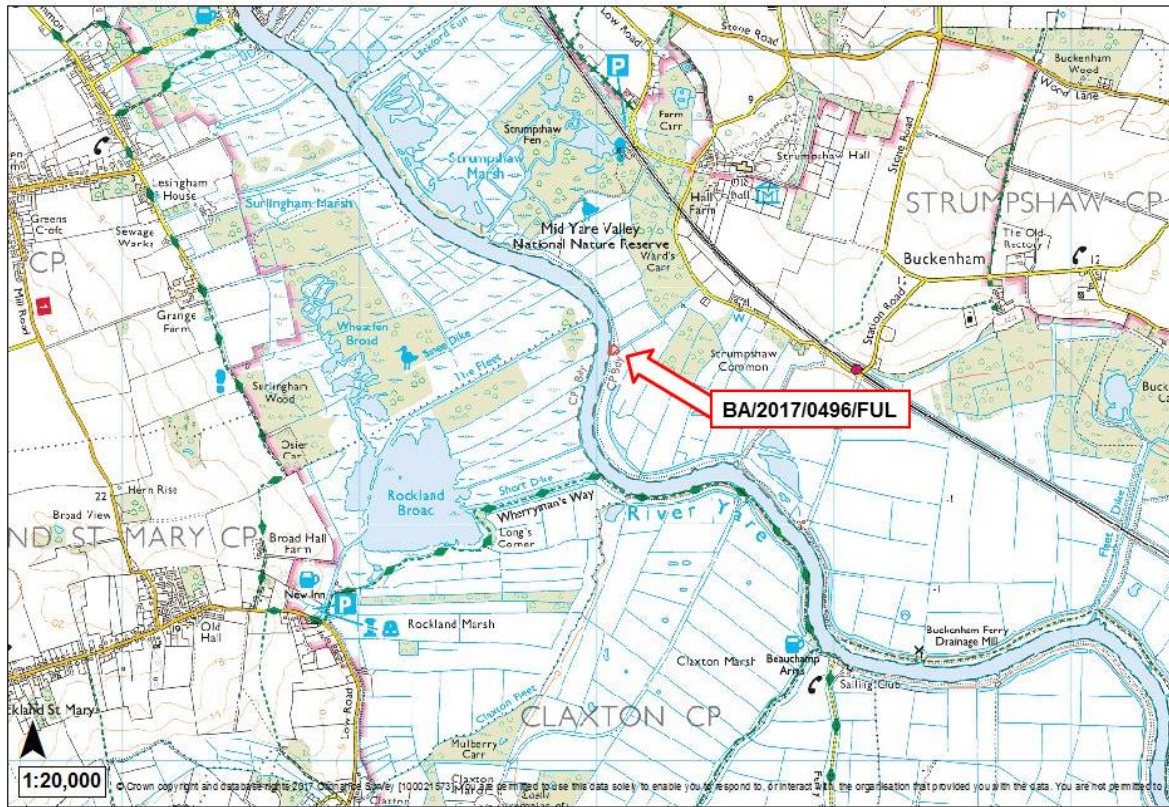
Date of report:

17th January 2018

Appendices:

Appendix 1 – Map

BA/2017/0496/FUL - Pumping Station Strumpshaw



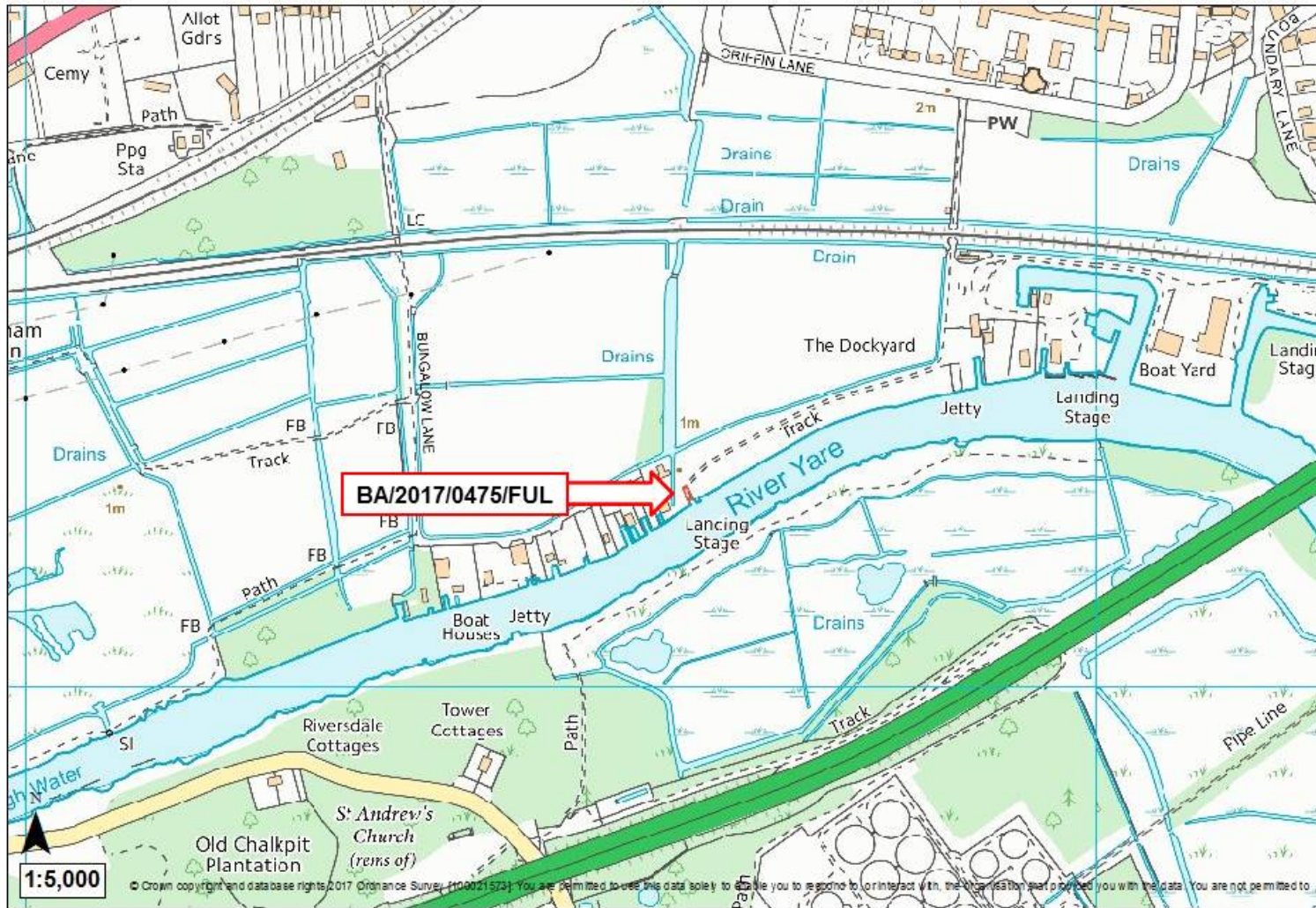
Reference:

BA/2017/0475/FUL

Location

Griffin Lane, Thorpe St Andrew, Norwich

BA/2017/0475/FUL - Griffin Lane Thorpe St Andrew



Application for Determination
Report by Planning Assistant

Target Date	01/02/2018
Parish:	Thorpe St Andrew Town Council
Reference:	BA/2017/0475/FUL
Location:	Broads Authority, Griffin Lane, Thorpe St Andrew, Norwich
Proposal:	Replacement Boatshed
Applicant:	Mr Daniel Hoare
Recommendation:	The Committee is requested to note the contents of the report.
Reason for referral to Committee:	Broads Authority Application

1 Description of Site and Proposals

- 1.1 The application site sits to the western end of an employment site used as the Broads Authority's dockyard situated on the eastern edge of Norwich. The site is accessed via Griffin Lane which is a narrow road which leads south from the Yarmouth Road (A1242) and passes beneath the railway line. The application site contains an existing wet boatshed, used as the base for a Broads Authority launch, which is accessed through the dockyard off Griffin Lane and fronts the River Yare.
- 1.2 The application proposes to replace the existing wet boatshed building, which measures 13 metres by 5 metres with a maximum height of 3.5 metres and is timber framed with a mix of cement and asbestos cement board cladding sheets which is no longer considered fit for purpose. The proposed replacement building would measure 15 metres by 5 metres with a maximum height of 3.5 metres. The replacement would be 2 metres longer than the existing in order to extend the internal office/storage space at the northern

end. No other increases in size or works to the internal wet dock are proposed.

- 1.3 The proposed replacement boatshed would be constructed from coated steel clad walls and roof; with evenly distributed translucent GRP panels on the roof to provide natural light. Double leaf slatted timber doors would provide access from the river with a single leaf personnel door on the east elevation.

2 Site History

- 2.1 No relevant site history

3 Consultations

3.1 Consultations received

Thorpe St Andrew Town Council – no objection

Environment Agency – no objection

3.2 Representations received

None received

4 Policies

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework ([NPPF](#)) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

DP2 – Landscape and Trees

DP4 – Design

TSA3 – Griffin Lane – boatyards and industrial area

- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

DP18 – Protecting General Employment

DP20 – Development on Waterside Sites in Commercial Use, including Boatyards

- 4.3 Material considerations

National Planning Policy Framework

5 Assessment

- 5.1 In terms of assessment, planning policies are supportive of works which support a continued boat related and/or employment use and there is no objection in principle to the proposed replacement. Consequently, the issues which must be given consideration relate to the design, scale and materials of the proposal and the impact of the proposal on the landscape and flood risk.
- 5.2 The design and materials are both simple and functional, which is considered appropriate given the proposed use and the employment use of the site. The design of the river facing gable end matches the existing and is of a simple design using sustainable materials. In terms of scale, the replacement is of a similar size to the existing and the minor increase in length is considered appropriate, particularly given its proposed use as ancillary office/storage space.
- 5.3 In terms of flood risk, the replacement building sits on a similar footprint as the existing, with only a minor increase and therefore would not increase flood risk on site. The vulnerability classification would remain 'water compatible' and therefore is considered appropriate in Flood Zone 3b.
- 5.4 Site Specific Policy TSA3 seeks environmental and landscape improvements in this area while protecting the existing dockyard and boatyard uses under policies DP18 (General Employment) and DP20 (Boatyards). Development in the area will not be permitted except where this furthers these objectives and is compatible with the restricted road access to the area and other highway constraints.
- 5.5 The replacement building sits within an employment area and there are limited opportunities for environmental and landscape improvements around the curtilage of the building. The replacement of an old boatshed with a purpose built structure would in itself improve the appearance of the site and the setting of the employment area and result in the efficient use of the building. The replacement building would protect the existing use of the site and is therefore considered to be in accordance with policies DP18 and DP20.
- 5.6 The replacement building would see a continuation of the existing use in a purpose built structure. There is to be no intensification of this use of the site and therefore no impact on the local highway network.
- 5.7 The Town Council questioned whether the proposal is within the curtilage of the Grade II Listed 'Boatyard Foreman's Cottage' which lies to the east of the application site. The cottage does not lie in its original location and the listing does not reference any curtilage buildings and therefore the boatshed subject of this application is not considered to be curtilage listed.

6 Conclusion

- 6.1 In conclusion it is considered that the replacement wet boatshed on a like for like basis is acceptable, with no detrimental impact on the surrounding landscape, highway network or flood risk. The proposal is therefore

considered to be in accordance with the relevant Development Plan Policies and the NPPF.

7 Recommendation

Approve subject to the following conditions:

Time limit for commencement

In accordance with submitted plans and supporting documents.

8 Reason for Recommendation

- 8.1 In the opinion of the Local Planning Authority the development is acceptable in respect of Planning Policy and in particular in accordance with policies DP2, DP4, DP18 and DP20 of the Development Management Policies DPD (2011) and TSA3 of the Site Specific Policies DPD (2014), as the development is considered an appropriate form of development, with no detrimental impact on employment, landscape or flood risk.

9 Note by Solicitor and Monitoring Officer

- 9.1 The Applicant is an officer of the Broads Authority, making an application on behalf of the Authority. It is clearly important to establish that proper procedures have been followed in the same way as would any other application by a member of the public. The file has been drawn to my attention by the planning officer and I have read it through. I consider that all appropriate steps have been taken by the planning officer to date to process and consult over this application. It also appears to me that the application has been considered against appropriate planning policies. The recommendation made to the Planning Committee appears to be uncoloured by the relationship noted above.

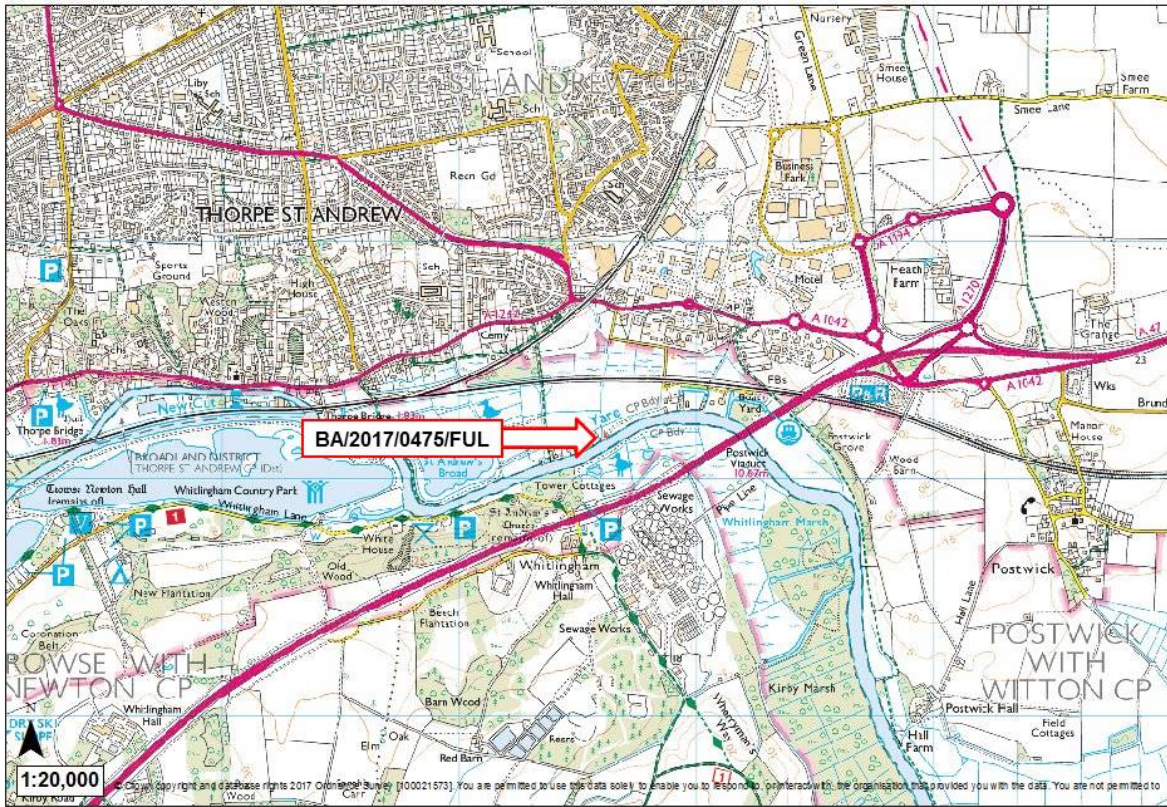
Background papers: BA/2017/0475/FUL

Author: George Papworth

Date of report: 17 01 2018

Appendices: Appendix 1 – Map

BA/2017/0475/FUL - Griffin Lane Thorpe St Andrew



Enforcement Update
Report by Head of Planning

Summary: This table shows the monthly updates on enforcement matters.

Recommendation: That the report be noted.

1 Introduction

1.1 This table shows the monthly update report on enforcement matters.

Committee Date	Location	Infringement	Action taken and current situation
10 October 2014	Wherry Hotel, Bridge Road, Oulton Broad –	Unauthorised installation of refrigeration unit.	<ul style="list-style-type: none"> • Authorisation granted for the serving of an Enforcement Notice seeking removal of the refrigeration unit, in consultation with the Solicitor, with a compliance period of three months; and authority be given for prosecution should the enforcement notice not be complied with • Planning Contravention Notice served • Negotiations underway • Planning Application received • Planning permission granted 12 March 2015. Operator given six months for compliance • Additional period of compliance extended to end of December 2015 • Compliance not achieved. Negotiations underway • Planning Application received 10 May 2016 and under

Committee Date	Location	Infringement	Action taken and current situation
			<p>consideration</p> <ul style="list-style-type: none"> • Scheme for whole site in preparation, with implementation planned for 2016/17. Further applications required • Application for extension submitted 10 July 2017, including comprehensive landscaping proposals (BA/2017/0237/FUL) • Further details under consideration.
3 March 2017	Burghwood Barns Burghwood Road, Ormesby St Michael	Unauthorised development of agricultural land as residential curtilage	<ul style="list-style-type: none"> • Authority given to serve an Enforcement Notice requiring the reinstatement to agriculture within 3 months of the land not covered by permission (for BA/2016/0444/FUL; • if a scheme is not forthcoming and compliance has not been achieved, authority given to proceed to prosecution. • Enforcement Notice served on 8 March 2017 with compliance date 19 July 2017. • Appeal against Enforcement Notice submitted 13 April 2017, start date 22 May 2017 (See Appeals Schedule) • Planning application received on 30 May 2017 for retention of works as built. • Application deferred pending appeal decision. • Application refused 13 October 2017 • Appeal dismissed 9 January 2018, with compliance period varied to allow 6 months. • Compliance with Enforcement Notice required by 9 July 2018.
31 March 2017	Former Marina Keys, Great Yarmouth	Untidy land and buildings	<ul style="list-style-type: none"> • Authority granted to serve Section 215 Notices • First warning letter sent 13 April 2017 with compliance date of 9 May.

Committee Date	Location	Infringement	Action taken and current situation
26 May 2017			<ul style="list-style-type: none"> • Some improvements made, but further works required by 15 June 2017. Regular monitoring of the site to be continued. • Monitoring • Further vandalism and deterioration. • Site being monitored and discussions with landowner • Landowner proposals unacceptable. Further deadline given. • Case under review • Negotiations underway
5 January 2016	Barnes Brinkcraft, Riverside Estate, Hoveton	Non-compliance with planning condition resulting in encroachment into navigation of moored vessels	<ul style="list-style-type: none"> • Authority given to negotiate solution • Meeting held 17 January and draft scheme to limit vessel length agreed in principle. Formal confirmation awaited.

2 Financial Implications

2.1 Financial implications of pursuing individual cases are reported on a site by site basis.

Background papers: BA Enforcement files
 Author: Cally Smith
 Date of report: 19 January 2018
 Appendices: Nil

**Duty to Cooperate:
Norfolk Strategic Planning Framework – official endorsement
Norfolk Strategic Planning Member Forum – Terms of Reference**
Report by Planning Policy Officer

Summary:

The Norfolk Strategic Planning Framework (NSPF) has been the subject of consultation and has been amended. At the December Norfolk Strategic Planning Member Forum it was agreed to recommend that all Local Planning Authorities in Norfolk endorse the NSPF. At the same meeting new Terms of Reference for the Member Forum were agreed.

Recommendation:

- (i) That Planning Committee endorse the NSPF and recommend it to Full Authority for endorsement.
- (ii) That they note the Terms of Reference and given the importance of the issue, recommend to Full Authority that the Chairman of the Authority attend the Norfolk Strategic Planning Member Forum on behalf of the Authority.

1. Norfolk Strategic Planning Framework

- 1.1 The Norfolk Strategic Planning Framework (NSPF), previously called the Norfolk Strategic Framework (NSF), is a document that has been produced by all the Local Planning Authorities (LPAs) in Norfolk, together with the involvement of relevant bodies such as the Environment Agency. The NSPF sets out guidelines for strategic planning matters across the County, and beyond, and demonstrates how the LPAs will work together under the Duty to Co-operate through a series of agreements on planning related topics. The Framework has been put together by officers from the Norfolk LPAs, under the oversight of a member level group comprising representatives from all the authorities.
- 1.2 Although the Framework is not a statutory planning document, as it has not been through the full process required to achieve such status, it sets out the strategic matters to be taken account of in the production of Local Plans by the constituent Norfolk LPAs. It was subject to a public consultation between 1st August and 22nd September 2017. The results of this consultation were considered by the NSPF group and the document amended accordingly. It is now for each LPA to approve the final Framework, and it will then be used to guide the LPAs in their strategic planning work. It is also anticipated that the Framework will be monitored and reviewed as necessary in the following years.

- 1.3 The Framework sets out a proposed Spatial Vision and shared objectives for the Norfolk LPAs, having regard to the main spatial planning issues of population growth, housing, economy, infrastructure and environment. There are a number of proposed “agreements” which explain how the LPAs will seek to deal with the matters through their spatial planning role. These agreements are set out in bold in the document, so they are easy to identify. Whilst the Framework is not an adopted planning document in its own right, it can be seen as a guide for future planning work.
- 1.4 The final NSPF is included at Appendix A to this report.
- 1.5 Please go here to see a review of the consultation:
<https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/norfolk-strategic-framework-review-of-public-consultation.pdf?la=en>
- 1.6 Please go here to see the comments received and the responses to these comments: <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/proposed-responses-norfolk-strategic-framework-comments.pdf?la=en>

2 The NSPF and the Local Plan for the Broads

- 2.1 Now the NSPF has been finalised, the Duty to Cooperate Statement that accompanies the Local Plan for the Broads will be updated to reflect this. Currently, the draft Duty to Cooperate Statement refers to the draft NSPF. It is intended that the amended Duty to Cooperate Statement will come before Planning Committee at the meeting on 2 March along with all the Local Plan submission documents.

3 Norfolk Strategic Planning Member Forum Revised Terms of Reference

- 3.1 Now the NSPF has been finalised and as we enter another calendar year, the Norfolk LPAs considered it appropriate to review and amend the Terms of Reference of the Norfolk Strategic Planning Member Forum.
- 3.2 This Forum was set up to ensure the Duty to Cooperate requirements are met at a Norfolk level as well as to oversee the production of the NSPF.
- 3.3 The revised Terms of Reference can be found here:
<https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/strategic-member-forum/revised-terms-of-reference.pdf?la=en>
- 3.4 As a summary of the changes to the Terms of Reference:
- Change name to Norfolk Strategic Planning Member Forum
 - Note Norfolk County Council to administer and host the Forum
 - Make explicit that representatives need to feedback and act as liaison

between the Member Forum and their Council/Authority.

4 Conclusion and Recommendation

- 4.1 It is recommended that the Planning Committee endorse the NSPF and recommend that Full Authority also endorse the NSPF. It is also recommended that the Planning Committee note the revised Terms of Reference and that the Committee recommends to the Full Authority that the Chairman of the Authority attends the Norfolk Strategic Planning Member Forum on behalf of the Broads Authority.

5 Financial implications

- 5.1 Compliance with the Duty to Cooperate is important and actions consistent with the agreements within this document will be undertaken as appropriate in the Local Plan. The Authority did contribute funding to the production of the NSPF and at the November Planning Committee, Planning Committee agreed to *'recommend to the Broads Authority to increase the Planning Policy Team budget by £5,000 per year to contribute towards the joint working, initially for 2018/19'*.

Background papers: None

Author: Natalie Beal

Date of report: 17 January 2018

Appendices: [Appendix A - Final Norfolk Strategic Planning Framework](#)

Appeals to the Secretary of State: Update
Report by Administrative Officer

Summary: This report sets out the position regarding appeals against the Authority since May 2017.

Recommendation: That the report be noted.

1 Introduction

1.1 The attached table at Appendix 1 shows an update of the position on appeals to the Secretary of State against the Authority since May 2017.

2 Financial Implications

2.1 There are no financial implications.

Background papers: BA appeal and application files

Author: Sandra A Beckett
Date of report: 19 January 2018

Appendices: APPENDIX 1 – Schedule of Outstanding Appeals to the Secretary of State since May 2017

Schedule of Outstanding Appeals to the Secretary of State since May 2017

Start Date of Appeal	Location	Nature of Appeal/ Description of Development	Decision and Date
22 May 2017	<p>APP/E9505/C/17/3173753 APP/E9505/C/17/3173754 BA/2015/0026/UNAUP2 Burghwood Barnes Burghwood Road, Ormesby St Michael</p> <p>Mr D Tucker Miss S Burton</p>	<p>Appeal against Enforcement</p> <p>Unauthorised development of agricultural land as residential curtilage</p>	<p>Committee Decision 3 March 2017</p> <p>Notification Letters and Questionnaire by 5 June 2017</p> <p>Statement of Case sent by 3 July 2017</p> <p>Inspector's site visit 12 December 2017</p> <p>Appeal Dismissed 9 January 2018</p>

Decisions made by Officers under Delegated Powers

Report by Director of Strategic Services

**Broads Authority
Planning Committee**

02 February 2018

Agenda Item No.12

Summary: This report sets out the delegated decisions made by officers on planning applications from 14 December 2017 to 22 January 2018
 Recommendation: That the report be noted.

Application	Site	Applicant	Proposal	Decision
Beccles Town Council				
BA/2017/0459/NONMAT	3A Northgate Beccles Suffolk NR34 9AS	Mr L Norris	Replacement drawing no 16107-3D with drawing no 16107-3E, non-material amendment to permission BA/2016/0250/FUL.	Approve
Coltishall Parish Council (E)				
BA/2017/0471/LBC	Flat 1 Coltishall Hall 45 Wroxham Road Coltishall Norwich NR12 7AF	Mr Russell Stuart	Replacement roof light structure.	Approve Subject to Conditions
Filby Parish Council				
BA/2017/0408/HOUSEH	Pennybrick House Thrigby Road Filby Norfolk NR29 3HJ	Mrs S Hurren	Art and craft workshop.	Approve Subject to Conditions
Freethorpe Parish Council				
BA/2017/0380/LBC	Saint Andrews Church Church Road Freethorpe Norwich Norfolk	Wickhampton Parochial Church Council	Composting toilet.	Approve Subject to Conditions
BA/2017/0379/FUL				Approve Subject to Conditions
Gillingham Parish Council				
BA/2017/0409/HOUSEH	25 Kings Dam Gillingham NR34 0LG	Mr Darren Broughton	Single storey rear extension.	Approve Subject to Conditions

Application	Site	Applicant	Proposal	Decision
BA/2017/0470/NONMAT	27 Kings Dam Gillingham Norfolk NR34 0LG	Mr Darren Broughton	Re-positioning of house and garage, non material amendment of permission BA/2017/0167/COND.	Approve
Hickling Parish Council (E)				
BA/2017/0399/FUL	Pleasure Boat Inn Staithe Road Hickling NR12 0YW	Mr John Uff	Fridge and freezer area.	Approve Subject to Conditions
Horning Parish Council (E)				
BA/2017/0447/CLEUD	Willow Wren Burehaven Lower Street Horning Norfolk NR12 8PF	Mr Reginald Parsons	Lawful Development Certificate for 10 years use of premises as private dwelling house.	CLUED Issued
BA/2017/0375/FUL	South Quays Marina Horning Reach Horning Norfolk	Mr Roger Tomkins	Replacement office/toilet-shower block.	Approve Subject to Conditions
Horseley Parish Council				
BA/2017/0418/LBC	The National Trust Horseley Mill Somerton Road Horseley NR29 4EE	Ms Anne Casey	Change of use of land for the siting of an office for 3 years.	Approve Subject to Conditions
BA/2017/0417/FUL			Change of use of land for the siting of an office for 3 years.	Approve Subject to Conditions
Horstead With Stanninghall PC				
BA/2017/0384/LBC	Horstead House Mill Road Horstead With Stanninghall Norwich NR12 7AU	Mr & Mrs Fleming	Conversion of barn to holiday accommodation.	Approve Subject to Conditions
BA/2017/0383/FUL				Approve Subject to Conditions
Hoveton Parish Council (E)				
BA/2017/0441/ADV	N&P Building Station Road Hoveton Norfolk NR12 8UR	Mr Martin Smith	1 fascia and 1 projecting sign.	Approve Subject to Conditions

Application	Site	Applicant	Proposal	Decision
BA/2017/0467/FUL	Norwich & Peterborough Bldg Soc Station Road Hoveton Norfolk NR12 8UR	Mr Martin Smith	Replacement bay window canopy.	Approve Subject to Conditions
BA/2017/0394/HOUSEH	Little Broad House Horning Road Hoveton NR12 8JW	Mr Lane	Erection of Timber Cart Lodge.	Approve Subject to Conditions
Ludham Parish Council (E)				
BA/2017/0445/HOUSEH	Bridge Cottage Ludham Bridge Ludham NR29 5NX	Mr Anthony Lumbard	Erection of open sided car port	Approve Subject to Conditions
BA/2017/0427/HOUSEH	Bridge Cottage Ludham Bridge Ludham Norfolk NR29 5NX		Balcony.	Approve Subject to Conditions
Neatishead Parish Council (E)				
BA/2017/0422/HOUSEH	The Old Vicarage Horning Road Neatishead NR12 8YE	Mr And Mrs Jordan	Installation of free-standing greenhouse to side	Approve Subject to Conditions
Oulton Broad (E)				
BA/2017/0406/COND	Ivy House Farm Hotel Ivy Lane Lowestoft Suffolk NR33 8HY	Ivy House Country Hotel Ltd	Variation of condition 10: noise management plan of BA/2014/0254/FUL.	Approve Subject to Conditions
Stalham Town Council				
BA/2017/0439/COND	Riverside The Staithe Stalham Norfolk NR12 9DA	Mr Pat Simpson	Variation of condition 2: approved plans, of BA/2017/0153/HOUSEH.	Approve Subject to Conditions

Application	Site	Applicant	Proposal	Decision
Thorpe St Andrew Town Council				
BA/2017/0360/LBC	Town House Hotel 18-22 Yarmouth Road Thorpe St Andrew Norwich NR7 0EF	Mr Thomas Wynn	Internal alterations to suit introduction of Pizza Servery area within carvery area.	Approve Subject to Conditions
Wroxham Parish Council (E)				
BA/2017/0402/COND	Barnes Brinkcraft Formerly Moore & Co Staithe Way Road Wroxham Norwich NR12 8TH	Barnes Brinkcraft	Variation of conditions 2: approved plans, 3: landscaping and 6: portion of boatshed of BA/2015/0381/FUL.	Approve Subject to Conditions
BA/2017/0400/HOUSEH	Mallards Beech Road Wroxham Norwich Norfolk NR12 8TP	Mr Anthony Clegg	Widen mooring, repair quay heading and boat shelter.	Approve Subject to Conditions