

Planning Committee

8 May 2026

Agenda item number 7.1

BA/2025/0096/FUL Land to the west of Church Loke, Coltishall

Report by Planning Officer

Proposal

Construction of 1 x Self-build Dwelling and 2 x Market Housing Dwellings

Applicant

A. Paterson

Recommendation

Approve subject to conditions and Section 106 Agreement

Reason for referral to committee

Contrary to the Local Plan for the Broads

Application target date

26 June 2025

Application documents

[BA/2025/0096/FUL - Associated Planning Documents](#)

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1. Description of site and proposals

- 1.1. The application site is located in the historic village of Coltishall on the southern side of Church Street. Access to the site is gained off Church Loke which is a privately owned road shared with residential properties and The Norfolk Mead Hotel.
- 1.2. The application site is a privately owned enclosed green space to the west of Church Loke that is surrounded by mature trees and hedging on the north, east and west boundaries. The rear gardens of properties along Church Close to the north, abut the northern boundary of the site.

- 1.3. The application site is outside the defined settlement boundary for Coltishall as identified in the Greater Norwich Local Plan, however the northern boundary of the site borders the settlement boundary.
- 1.4. Coltishall is a well-established village which offers a wide variety of local services including a primary school, village hall, doctors' surgery, pharmacy and several pubs and hotels, restaurants and local shops. It is well served by public transport to and from the village to Norwich, North Walsham (including peak hours service) and Hoveton/Wroxham (no peak hour service). The site is also within a short distance of the River Bure which provides access to the wider Broads river network.
- 1.5. The site is within the Coltishall Conservation Area and in close proximity to several listed buildings, including the grade II listed Norfolk Mead Hotel and its curtilage listed ancillary buildings (closest to the site), grade II listed Holly Lodge to the southeast and the grade I listed church of St John the Baptist to the northeast.
- 1.6. The site is not within Flood Zone 2 or 3 and based on the Environment Agency's most recent flood data, it is at very low risk of surface water flooding.

2. Site history - Barn Adjacent to Application site

- 2.1. Application reference BA/2018/0012/CU - Barn Adjacent Barn Mead Cottages, Church Loke, Coltishall, known as Bijou Barn. Proposal - Change of Use from B8 to residential dwelling and self-contained annexe.
- 2.2. Application refused and appeal dismissed. Primary reason for the refusal was insufficient information had been submitted to demonstrate that a residential use of the building was the only viable use as required by the relevant adopted policies of Local Plan for the Broads at the time. Subsequently the proposal was dismissed at appeal being contrary to adopted policies DM26 and DM48 of the Local Plan for the Broads which requires a robust marketing strategy to have been carried out for proposals to change the use of commercial buildings to a residential use. There is no mention of the refusal or dismissal of the appeal on highway grounds.
- 2.3. Application reference BA/2019/0019/FUL - Barn Adjacent Barn Mead Cottages, Church Loke, Coltishall, known as Bijou Barn. Proposal - Change of Use from B8 to residential dwelling and self-contained annexe. (Resubmission of application BA/2018/0012/CU).
- 2.4. Application refused and appeal lodged but turned away by the Planning Inspectorate for late submission. Primary reason for refusal was that insufficient information was submitted, in particular the period of marketing at the point of making the application, to demonstrate that a residential use of the property was the only viable use as required by the relevant adopted policies of Local Plan for the Broads at the time.
- 2.5. Application reference BA/2023/0362/FUL - Woodland Adjacent, Church Loke, Coltishall. Proposal - Provision of new access. Approved 13 December 2023.

3. Consultations received

Parish Council (summary)

3.1. The Parish Council strongly objects to the application on the following grounds:

Safe Pedestrian Access and Traffic Congestion

Church Loke is a narrow private road without a footpath and is already congested with traffic from the Mead Hotel and Spa. This development will add to the congestion, wear and tear and increase the risk of pedestrian safety. The Church at the top of the loke is also used for funerals and weddings. Congestion will be impacted by construction vehicles in and out of the site.

Construction Issues – HGV deliveries – concerns due to limited width of the Loke and weight of construction vehicles on the road surface.

Ongoing Maintenance – Church Loke is unadopted – who will maintain it?

Historical Refusal – refusal of development at Bijou Barn reviewed by the Planning Inspectorate on access issues – how is this application different?

Flood Plain and Conservation Area – The development is in a flood plain and conservation area. The NPPF discourages new development in areas at greatest risk of flooding. We are concerned that harm will be caused to the heritage of the conservation area.

Broadland District Council

3.2. No comments received.

Natural England

3.3. No objection – subject to the appropriate mitigation being secured.

Natural England considers that without appropriate mitigation the application would have an adverse effect on the integrity of:

- The Broads Special Area of Conservation (SAC) and Broadland Ramsar
- European designated sites scoped into the Norfolk Green Infrastructure and Recreational disturbance Avoidance and Mitigation Strategy ('GIRAMS')
- In order to mitigate these adverse effects and make the development acceptable, the following mitigation measures should be secured:
- A suitable contribution per new dwelling towards the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy (GIRAMS).
- Suitable measures, secured in perpetuity, that mitigate the nutrient load from the development.
- Natural England advises that an appropriate planning condition or obligation is attached to any planning permission to secure these measures.

Norfolk County Council (NCC) Highways (summary)

- 3.4. The Highway Authority (LHA) has commented on previous applications regarding the restrictions at the junction of Church Loke with Church Street/Wroxham Road but has not raised a formal objection on the basis of the level of traffic movements resulting from the proposed developments and their cumulative effect in respect to extant development.
- 3.5. The present use of the site is likely to generate minimal traffic movements with those being ancillary to the use of the land. The LHA has no reason to dispute the traffic figures (existing and generated) in the Transport Statement (TS) but is minded that the visibility achievable at the junction with Church Street/Wroxham Road does not accord with that shown in the TS.
- 3.6. Current visibility to the east (the critical traffic direction) is slightly below the current guidance but not significantly. To the west it is restricted to around 30m given extant boundary features and maintenance thereof. Cutting back the vegetation to the west of the access is necessary to ensure that visibility is maintained at that level, but that is outside of the control of the applicant. However, the LHA does have powers to serve notice on the respective landowner to ensure vegetation is suitably maintained. Notwithstanding this, vehicles speeds on the main highway are likely to be constrained by the local speed limit and road environment and therefore an objection on visibility grounds could not be sustained, in respect of the application at hand.
- 3.7. If approved, it will give rise to an increase in vehicle movements and given the location and nature of the development the site is reliant on access by motor vehicles, but it is acknowledged some local service provision and public transport links are accessible without the reliance on a motor vehicle.
- 3.8. The LHA acknowledges the likely increase in vehicle movements may not be significant, but cumulative effects of additional traffic is a consideration. The LHA is minded that Paragraph 115 (b) of the National Planning Policy Framework outlines that development needs ensure that “safe and suitable access to the site can be achieved for all users”, however the LHA can only comment in relation to matters relating to the public highway. Church Loke is a private access road/track and while restricted in width it is outside the jurisdiction of the Highway Authority. Private rights of access are a matter for the landowner/applicant to establish.
- 3.9. Regarding the access of Church Loke with Church Street/Wroxham Road, which is public highway, the LHA is minded that improvements have been secured through an earlier planning consent as part of its mitigation, and the modest widening that has occurred has enabled two vehicles to pass within the junction and therefore in highway terms the junction is able to cater for the additional development proposed.
- 3.10. On balance, the consideration of this application on its own merits, given the scale of the development proposed and the existing development served off Church Loke, the LHA does not consider there would be an unacceptable impact on highway safety, or

that the residual cumulative impacts on the road network would be severe subject to a condition requiring the access, on-site parking and turning is provided prior to first occupation of the development.

Norfolk County Council Historic Environment Service

- 3.11. Based on currently available information the proposal will not have any significant impact on the historic environment, and we do not wish to make any recommendations for archaeological work.

BA Heritage and Design

- 3.12. The site is within the Coltishall Conservation Area and in close to several listed buildings, including the grade II listed Norfolk Mead Hotel and its curtilage listed ancillary buildings (closest to the site), grade II listed Holly Lodge to the southeast of the site and the grade I listed church of St John the Baptist to the northeast. Given the distance between the site and these listed buildings, as well as the substantial tree belt that separates the site from the church and Holly Lodge, it is not considered that the proposal will have a detrimental impact on the setting of the heritage assets.
- 3.13. The proposed development reflects the clusters of historic agricultural buildings found in this part of the Coltishall Conservation area to the south of Church Street, for example, the historic barns at the Norfolk Mead Hotel and the listed barn historically associated with the Manor House to the east of the site in question.
- 3.14. The proposed development is not uncharacteristic, and, on the whole, the contemporary design is successful, given its reference to the traditional forms and building positioning and the use of materials such as the red brick which is so characteristic of the area.
- 3.15. Initially concerns were raised regarding some of the proposed materials and design to the porch for unit 1, however, following revised drawings and additional material details, no objections raised to the submitted amendments.

Historic England

- 3.16. We suggest the views of your specialist conservation and archaeological advisers are sought. It is not necessary to consult us on this application again, unless there are material changes to the proposals.

BA Tree Consultant

- 3.16 The AIA report has all that is required at this stage. If approved, the BA should require a supplementary detailed Arboricultural Method Statement is submitted giving the details of the following and the associated arboricultural implications and mitigation on the trees to be retained.

- Fencing
- Ground Protection Measures
- Services (Drainage, Water, Gas, Electrics)

- Levels Changes
- Construction Methods
- Access Facilitation Pruning Specification
- List of Trees to be Felled
- Project Phasing
- Monitoring Schedule

BA Ecology

3.17 No objections. Recommendations for conditioned mitigations and enhancements as detailed in the full response available on the BA website.

Biodiversity Net Gain (BNG)

3.18 The application seeks permission for one self-build dwelling and two market housing dwellings. BNG only applies to the market housing therefore the biodiversity report and metric cover the construction of these dwellings (Plots 2 and 3) on 0.4 ha of land. The metric and report have been completed correctly, the baseline evaluation is an accurate representation, and the mitigation hierarchy has been followed in retaining trees.

3.19 The development has been shown to require at least 0.95 offsite units to meet the 10% biodiversity net gain objective. There is sufficient information to allow the Broads Authority to determine this application and secure mitigation via a condition.

3.20 To discharge the pre-commencement condition the following will be required;

- A completed Biodiversity Gain Plan (inc. registration reference to offsite units),
- Revised metric including populated offsite modules that satisfy trading rules,
- Landscape and Ecology Management Plan, or Habitat Management and Monitoring Plan (HMMP), for retained habitat and significant onsite enhancements (retained trees and proposed species rich hedgerow).

4. Representations

4.1 Several letters of objection and one letter of support have been received from local residents and neighbours to the site. The full details of each response can be viewed on the Broads Authority planning section of the website using the following link: [Broads Authority - Associated Planning Documents](#)

Summary of objections

4.2 All representations have been considered and a combined summary of objections and representations received is as follows:

- Outside development boundary.

- The Coltishall Neighbourhood Plan does not include this site for development.
- Increased traffic/heavy vehicles along Church Loke and at the junction with Wroxham Road, especially during construction.
- Future management and maintenance of Church Loke as a unadopted road have not been agreed.
- Public safety of footpath between Church Road and Church Loke.
- Flood risk.
- Impact of development on existing trees on site and in gardens to north of site.
- Impact on ecology – existing wildlife on the site.
- Conservation area – should be conserving not building.
- Impact on archaeological, historical and cultural sites.
- Broads Authority Mission statement – conserve, protect and enhance.
- Loss of privacy/overlooking.
- Loss of peace and tranquillity.
- Noise and disturbance impact on existing residents during construction and following occupation of new dwellings.
- Loss of views.

Procedural concerns

- Publication of the application – site notices, adverts, consultations.
- The Parochial Church Council, The Commons Trust Management Team, Neighbouring landowners and other residents have not been notified.
- The 5-year plan 2022-27 states the BA will involve the public at an early stage.

Summary of support

- 4.3 This land is currently unused and would provide interesting housing within the envelope of the existing village, in contrast to the development on Rectory Road.

5. Policies

5.1 National Planning Policy Framework (NPPF)

- Paragraphs 7 and 8 Achieving sustainable development
- Paragraph 11 The presumption in favour of sustainable development
- Paragraphs 83 and 84 Rural housing
- Paragraph 89 Supporting a prosperous rural economy

5.2 The adopted development plan policies for the area are set out in the [Local Plan for the Broads](#) (adopted 2019).

The following policies were used in the determination of the application:

- SP1 Sustainable development in the Broads
- SP15 Residential development
- Policy DM9 Climate Smart Checklist
- Policy DM11 Heritage Assets
- Policy DM13 Natural Environment
- Policy DM16 Development and Landscape
- Policy DM21 Amenity
- Policy DM23 Transport, Highways and Access
- Policy DM35 Residential Development within Defined Development Boundaries
- Policy DM42 Custom/Self-build
- Policy DM43 Design

5.3 Broads Authority Design Guide and Code SPD 2025

- Code BA17-1 Materials
- Code BA17-5 Historic Clusters

6. Assessment

6.1 The main issues in the determination of this application are the principle of development, impact on the landscape including heritage assets and the Coltishall Conservation Area, design, ecology, trees, highways, and neighbour amenity. Also relevant to this application is Nutrient Neutrality, Norfolk GIRAMS and Biodiversity Net Gain and climate change.

Principle of development

- 6.2. The application is seeking planning permission for new residential development comprising one self-build dwelling and two market housing dwellings therefore Policies SP1, SP15, DM35 and DM42 of the Local Plan for the Broads are relevant.
- 6.3. Policy SP1 underpins the consideration of development proposals where the local planning authority must take a positive approach that reflects the presumption in favour of sustainable development in the National Planning Policy Framework (NPPF).
- 6.4. Policy SP15 sets out the housing requirement. This application would assist in the Authority meeting its objectively assessed housing need; for the current Local Plan, that need is 286 dwellings and for the emerging Local Plan, that need is 1,077 dwellings.

Furthermore, there is a general thrust at the national level for more housing, with the Government committed to delivering 1.5 million homes this parliament. While this scheme is located outside of the development boundary, the need for more housing is a key consideration when assessing this scheme.

- 6.5. Policy DM35 seeks to permit new residential development within defined development boundaries that is of a scale and size that is appropriate for the site and settlement and reflects the character of the area.
- 6.6. While the application site is not within the defined settlement boundary for Coltishall, as defined by the Greater Norwich Local Plan (GNLP), the reasoned justification of Policy DM35 acknowledges there may be some proposals outside of a development boundary that could be acceptable. In this specific case the northern boundary of the site is directly adjacent to the GNLP settlement boundary as it runs along the rear gardens of properties on Church Close. To the south of the site is the Norfolk Mead Hotel and Spa facility with residential properties located to the east of Church Loke.
- 6.7. In addition, the proposal is in an established village location, and within a reasonable and safe walking distance (less than 800m) from several village facilities including a doctor's surgery, village shop, village hall and play area and primary school. It is therefore reasonable to conclude that whilst not within the defined settlement boundary the site benefits from the local provision of a range of services. Furthermore, there are transport links, including peak hour services to Norwich and North Walsham, which are higher order settlements as well as Hoveton and Wroxham (no peak hour services). The application site is also within a short distance of the River Bure which provides access to the wider Broads River network.
- 6.8. At the heart of the NPPF is a presumption in favour of sustainable development. Paragraph 7 states that the purpose of the planning system is to contribute to the achievement of sustainable development, including the provision of homes. This is reflected in Policy SP1 of the Local Plan for the Broads as noted above in section 6.3.
- 6.9. Paragraph 8 of the NPPF outlines that the planning system has three overarching objectives in achieving sustainable development: economic, social and environmental. These are interdependent and need to be pursued in mutually supportive ways to help build a strong economy, vibrant and healthy communities which includes providing a range of homes to meet various needs and future generations as well as protect and enhance the natural, built and historic environment by making effective use of land, improving biodiversity and minimising waste and pollution.
- 6.10. The proposal would provide economic benefits to the local area as well as the wider Broads both during construction and following occupation of the dwellings. It would also help meet one of the core objectives of the Broads Authority by increasing opportunities for a greater number of the public to understand and enjoy the special qualities of the Broads including the natural, built and historic environment by making effective use of land.

- 6.11. In addition, the benefit of additional occupants would also be extended socially helping to build a prosperous and vibrant community by providing a range of homes to meet different needs within the area.
- 6.12. In terms of environmental benefits, while the site has some environmental benefits as green space, it is not a specifically designated or protected site in terms of its environmental or ecological value, and the proposed development is seeking to retain large areas of the existing soft landscaping and trees/hedging. The proposal also includes solar panels, air source heating and sustainable drainage (details to be conditioned).
- 6.13. Paragraphs 83 and 84 of the NPPF relate to housing in rural areas, such as Coltishall. Paragraph 83 states that *'to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities' and 'identify opportunities for villages to grow and thrive, especially where this will support local services.'*
- 6.14. Paragraph 84 of the NPPF states that *'Planning policies and decisions should avoid development of isolated homes in the countryside.'* The application site is not considered to be isolated given its proximity to other residential developments together with access to services and facilities and public transport. It is therefore considered the proposal is in a sustainable rural location where it will enhance the local community, helping to maintain services and facilities as well as contribute to housing in the area.
- 6.15. Paragraph 89 of the NPPF recognises that *'sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it is important to ensure development is sensitive to its surroundings and does not have an unacceptable impact on local roads. The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist'*. The application site is considered a suitable opportunity for residential development as it physically relates well to the existing settlement of Coltishall and the facilities available within the village.
- 6.16. Also relevant is Paragraph 11 of the NFFP which states that *'plans and decisions should apply a presumption in favour of sustainable development'*. In terms of decision making, this means approving development that accords with an up-to-date development plan without delay or where a development plan is not up-to-date or there are no relevant policies, permission should be granted unless policies within the NPPF to protect areas or assets of particular importance provides a strong reason to refuse or where any adverse impacts of approving a development would significantly and demonstrably outweigh the benefits of approving a development when assessed against the policies in the NPPF as a whole, having particular regard for directing development to sustainable locations.

- 6.17. In this regard, while the site is in the Broads and therefore a protected landscape, the site is enclosed and does not have any specific designations in terms of its ecological or biodiversity value. It is a privately owned space that is maintained but is not designated as green space for community use. It is in a sustainable location in a well established village where the impacts of approving the development do not significantly and demonstrably outweigh the recommendation to approve.
- 6.18. It should be noted that while the site was not submitted as part of the Broads Authority's call for sites, having carried out an assessment of the site using the Housing and Economic Land Availability Assessment (HELAA) criteria which assesses sites for development suitability, the results recommended the site could be allocated for development (if it had been submitted for consideration).
- 6.19. Coltishall is partly located in the Broadland local planning authority area and therefore is mentioned in section 7 of the Greater Norwich Local Plan (GNLP) '*Broadland Village Clusters: Coltishall, Horstead with Stanninghall and Belaugh*' with regard to the suitability of Coltishall for residential growth. Section 7.26 makes the following point: '*The catchment of Coltishall Primary School brings Coltishall, Horstead with Stanninghall and Belaugh into a village cluster under policy 7.4. There is currently limited capacity at the school, although the site is not landlocked and could be expanded. The villages have a wide range of core and secondary services, including good public transport links. The majority are in Coltishall and Horstead. Belaugh has very few services.*'
- 6.20. Furthermore, section 7.27 of the GNLP states the following: '*It is considered that as well as allocations carried forward from previous local plans, approximately 50-60 new homes are appropriate for the Coltishall cluster. The proposed new allocation does not amount to this figure; however, further development is not ruled out. The Village Clusters policy 7.4 and the Self-Build and Custom Build Windfall Housing Development Outside Defined Settlement Boundaries policy 7.5 both allow for an amount of growth in each village cluster that reflects primary school capacity.*'
- 6.21. While the GNLP does not cover the Broads Authority local planning area, in geographical terms it is immediately adjacent to it, and it highlights the fact that Coltishall is considered to be a sustainable village where further development can be accommodated.
- 6.22. In conclusion, while it is accepted the site is not in the Coltishall settlement boundary, it is directly adjacent to the Greater Norwich Local Plan settlement boundary and relates well to the Coltishall settlement, near to an area heavily populated with residential development and is in close proximity to existing properties to the north and east of the site. In addition, the site has good access to local services by means other than a motor vehicle, including designated footpaths from the main junction at Church Road to village facilities as well as established public transport links to higher order settlements, such as Norwich and North Walsham. Furthermore, the site is relatively close to the Broads River network and is considered a suitable and sustainable location for new residential development that balances the competing considerations the

Broads Authority has to undertake. It is therefore considered that the proposal is acceptable in principle.

- 6.23. Policy DM42 is also relevant. The Authority encourages developers of multi-dwelling sites to set aside part of their scheme for self/custom-build plots in line with the government's aim to enable more people to build their own homes.

Impact on the landscape including heritage assets

- 6.24 The sensitivities of the Broads in terms of biodiversity, landscape, cultural heritage, and flood risk mean that careful consideration must be given to the appropriateness of developing a site.

- 6.25 The Broads Authority balances three equal purposes when making decisions, including those related to planning. These purposes are:

- Conserving and enhancing the natural beauty, wildlife, and cultural heritage of the Broads;
- Promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public; and
- Protecting the interests of navigation.

- 6.26 In exercising these purposes, regard for the needs of agriculture and forestry, and to the economic and social interests of those who live and work within the Broads are also important and as the local planning authority, we are required to balance these sometimes-competing considerations. All these interests must be considered together to manage the Broads now and for the future.

- 6.27 Also relevant is the Levelling Up and Regeneration Act 2023 (LURA) which became effective in October 2023, aiming to reduce geographical disparities through planning reforms and new environmental outcome reports. In terms of The Broads Authority, the LURA aims to strengthen the duty of the Authority to protect landscape, biodiversity, and cultural heritage from inappropriate development.

- 6.28 In terms of the impact on the landscape and heritage assets, the proposed development has been reviewed by the relevant statutory consultees and a summary of comments received is detailed in section 3 above. Full details are available on the BA website.

- 6.29 The application site is in the Coltishall Conservation Area and close to several listed buildings, it is an enclosed site that is not visible from the wider conservation area, the River Bure to the south or the wider Broads. Also, it is not within Flood Zone 2 or 3 or in an area likely to suffer surface water flooding.

- 6.30 The BA Heritage and Design Manager notes that while 'the site is *within the Coltishall Conservation Area and in close proximity to several listed buildings.... given the distance between the site and the listed buildings, as well as the substantial tree belt that*

separates the site from the church and Holly Lodge, it is not considered that the proposal will have a detrimental impact on the setting of the heritage assets.'

- 6.31 The application has been reviewed by Historic England which suggested the views of the BA's specialist conservation and archaeological advisers are sought, these being the BA Heritage and Design Manager and the NCC Historic Environment Service who noted that *'the proposal will not have any significant impact on the historic environment, and therefore did not wish to make any recommendations for archaeological work.'*
- 6.32 On balance, given the enclosed nature of the site and existing tree belt, which will be retained and improved, it is considered that the proposed development will limit perceptual changes to the character of the existing landscape and will not have a significantly detrimental impact on the character and appearance of the Coltishall Conservation Area, the Broads landscape as a whole or sensitive receptors close to the site including several listed buildings.
- 6.33 The proposal is considered to be acceptable in conserving the natural beauty and heritage of the Broads as well as the public enjoyment of it, and given the proposal is some distance from the river, navigation interests will not be significantly impacted.
- 6.34 In terms of the LURA, the proposal is not thought to be inappropriate development for the site in terms of its impact on the Broads as a protected landscape or important cultural heritage assets that are in close proximity to the site.
- 6.35 Based on the above, the proposal complies with Policy DM11 and Policy DM16 of the Local Plan for the Broads 2019.

Design

- 6.36 Objections have been received from neighbouring residents who feel that development should not be permitted in the Coltishall Conservation Area, however the BA Heritage and Design Manager also provided comments in the terms of the design noting that the proposed development *'reflects the clusters of historic agricultural buildings found in this part of the Coltishall Conservation area to the south of Church Street, for example, the historic barns at The Norfolk Mead Hotel and the listed barn historically associated with the Manor House to the east of the site.'*
- 6.37 While the site is in the Coltishall Conservation Area, this does not preclude development, it means that proposals need to be sensitive to the area and its character in terms of the design, scale of development and use of materials. In this instance, it is considered that the proposed development is not uncharacteristic of the area, and, overall, the contemporary design and proposed materials are successful, given its reference to the traditional forms and building positioning and the use of materials such as the red brick and timber cladding which is characteristic of the area.
- 6.38 In terms of the design the proposal complies with Policy DM43 of the Local Plan for the Broads 2019 and Design Codes BA17-1 and BA17-5 of the BA Design Guide and Code SPD 2025.

Ecology

- 6.39 While the site is part of the Broads and therefore a protected landscape, it is not a Site of Special Scientific Interest (SSSI) nor a Priority Habitat. It is within the Broads Special Area of Conservation (Broads SAC) and Broadland RAMSAR and in this respect will have a likely impact on both Nutrient Neutrality and the Norfolk Green Infrastructure and Recreational disturbance Avoidance and Mitigation Strategy ('GIRAMS') which will be discussed later in the report.
- 6.40 It is acknowledged objections have been received from residents in terms of the potential impact on ecology, however, the submitted ecological assessment has been reviewed by the BA ecology team which has no objection to the proposed development subject to recommendations for mitigations and enhancements. These will be conditioned accordingly.
- 6.41 In terms of the LURA and potential ecological impacts, as the site is not a SSSI nor a Priority Habitat and no objections have been raised on ecological grounds by the ecology team, it is considered that ecology and biodiversity will not be significantly impacted in this instance subject to the mitigations and enhancements being suitably conditioned and implemented.
- 6.42 The proposal is considered to be in accordance with Policy DM13 of the Local Plan for the Broads 2019.

Trees

- 6.43 Concerns have been raised by neighbouring residents in terms of the proposed development on existing trees, especially those located in the rear gardens of properties adjacent to the northern boundary of the application site.
- 6.44 The Arboricultural Impact Assessment report has been reviewed by the BA's tree consultant and has been accepted as containing all that is required for the planning application to be determined. If approved, the BA will require, prior to development commencing on site a supplementary detailed Arboricultural Method Statement to be submitted giving additional information as detailed in section 3.16 above in terms of the associated arboricultural implications and mitigation on the trees to be retained.
- 6.45 In this regard, the proposal is considered to comply with Policy DM16 of the Local Plan for the Broads 2019.

Highways

- 6.46 The Highway Authority (HA) supports the application but does recognise that visibility to the east is slightly lower than the current guidance but not significantly and to the west is restricted to around thirty metres given existing boundary features and maintenance thereof, which is outside the control of the applicant. However, the HA states it has powers to serve notice to the respective owners of this land to prevent over-growing of the public highway.

- 6.47 The HA also notes that vehicles on the main highway (Church Street/Wroxham Road) are likely to be constrained by the local speed limit and road environment and therefore did not consider an objection on visibility grounds could be sustained.
- 6.48 The HA acknowledges that the development, if approved, will result in increased vehicular movements and that the site would rely on access by motor vehicle, however they also acknowledge that there are local services and public transport available close to the site without the need to use a motor vehicle.
- 6.49 On balance, while the increased vehicular movements are not likely to be significant and considering cumulative impacts of additional traffic, the HA are mindful that development needs to ensure that a “safe and suitable access to the site can be achieved for all users” (Paragraph 115(b) of the NPPF) but in this regard the HA can only comment on matters relating to the public highway, which does not include Church Loke as this is a private road/track and any agreements regarding the safe use or maintenance of this are private matters between the interested parties.
- 6.50 It should also be noted that while Coltishall Parish Council is seeking to make an application for the footpath between Church Close and Church Loke to be a Public Right of Way, this is a separate matter to the determination of this planning application.
- 6.51 Regarding the access of Church Loke with Church Street/Wroxham Road, which is public highway, the HA recognises that improvements have been secured through an earlier planning consent as part of its mitigation, and the modest widening has enabled two vehicles to pass within the junction and therefore in highway terms can cater for the additional development proposed.
- 6.52 The HA raised no objections to the proposed development as it does not consider there would be an unacceptable impact on highway safety or that the residual cumulative impact on the existing road network would be severe. This is subject to a suitable condition being included requiring the access, parking and on-site turning area to be fully installed prior to the first occupation of the development, as detailed in their full response.
- 6.53 Based on the above, the application complies with Policy DM23 of the Local Plan for the Broads 2019.

Amenity of residential properties

- 6.54 Objections have been raised by neighbouring residents related to amenity including noise disturbance, loss of views and overlooking/loss of privacy.
- 6.55 In terms of loss of views, in planning terms there is no right to a view.
- 6.56 It is acknowledged that during the construction phase of the development, noise disturbance will occur, however this is inevitable and would not be a material reason to refuse such development. To mitigate this, construction timings will be suitably conditioned.

- 6.57 Regarding additional noise of new residents once the development has been completed, given the small scale nature of the proposed development, good sized plots, existing mature vegetation that separates the site from existing residential properties, it is not considered this would result in significant noise disturbance that would result in a detrimental effect on the living conditions of existing residents.
- 6.58 Concerns have also been raised with respect to potential overlooking and loss of privacy in terms of the proposed dwelling on Plot 1 to the north of the site. All the proposed dwellings are one and a half storey properties. Plot 1 does not have any proposed windows or other openings within the north facing elevation at first floor level; therefore, it is unlikely that overlooking will occur from this dwelling into the gardens of properties to the north. Plots 2 and 3 are further south and given the distance and intervening space and building on Plot 1, it is unlikely these will result in any overlooking or loss of privacy.
- 6.59 The Norfolk Mead Hotel and Spa facility, to the south of the proposed development, is a relatively small boutique hotel that caters for weddings and other outside events as well as offering spa facilities. The use of this venue may give rise to some noise disturbance to the occupants of the proposed dwellings however, given the positioning of the plots, intervening space and existing buildings it is not considered the noise levels would be significant or prolonged to cause unacceptable disturbance. In addition, the more recently approved spa facility, which is closer to the proposed site, has restricted hours of use between 08:00 and 20:00 hours.
- 6.60 It is considered that that the proposed dwellings and layout will not result in significant harm to existing residential amenity and that the existing hotel and spa facility will not cause unacceptable levels of disturbance to the occupants of the proposed dwellings, therefore the proposal accords with Policy DM21 of the Local Plan for the Broads 2019.

Nutrient Neutrality (NN) and GIRAMS

- 6.61 The application site is in the Broads Special Area of Conservation (SAC) and as such The Conservation of Species and Habitats Regulations 2017 require local planning authorities to ensure that new development does not cause adverse impacts to the integrity of protected habitats, in terms of increased nitrates and phosphates entering the Broads, prior to granting planning permission.
- 6.62 The proposed development is for three new dwellings that will be connected to the main sewer system served by Belaugh Wastewater Recycling Centre via a new pumping station that will be located to the north of Plot 3 within the application site.
- 6.63 The proposal will increase nitrates and phosphates entering the Broads SAC given the population increase. To mitigate this, the applicant will be entering into a legal agreement to upgrade an existing septic tank with a new package treatment plant (PTP) that currently serves two cottages to the north of the application site in North Norfolk within the same NN catchment. The upgrade provides betterment to the existing

cottages and sufficient mitigation to allow for the proposed development to be approved subject to the required legal agreements and obligations being in place.

- 6.64 This form of mitigation has been accepted by Natural England (NE) for development of this nature subject to submission of the required NN Budget Calculation and Shadow Habitat Regulation Assessment (sHRA) by the applicant/developer and completion of a Project Level HRA by the Local Planning Authority (LPA) in consultation with NE.
- 6.65 NE has been consulted following submission of the required documents and completion of a Project Level HRA by the LPA and has concluded the following:
- No objection subject to the appropriate mitigation being secured.
 - Natural England considers that without appropriate mitigation the application would have an adverse effect on the Broads SAC and Broadland Ramsar as well as European designated sites scoped into the Norfolk Green Infrastructure and Recreational disturbance Avoidance and Mitigation Strategy ('GIRAMS').
 - To mitigate these adverse effects and make the development acceptable, the following mitigation measures should be secured:
 - A suitable contribution per new dwelling towards the Norfolk Green Infrastructure and Recreational Impact Avoidance and Mitigation Strategy (GIRAMS).
 - Suitable measures, secured in perpetuity (an appropriate planning condition or obligation), that mitigate the nutrient load from the development.
- 6.66 Should the application be approved, prior to issuing a decision, the required legal agreements will need to be completed and signed by the relevant parties.

Biodiversity Net Gain (BNG)

- 6.67 The application is seeking permission for one self-build dwelling and two market housing dwellings. BNG only applies to the market housing.
- 6.68 The biodiversity report and metric cover the construction of the two market housing dwellings (Plots 2 and 3) on 0.4 ha of land. The BNG consultant has confirmed that the metric and report have been completed correctly with the baseline evaluation providing an accurate representation, and the mitigation hierarchy has been followed in retaining trees.
- 6.69 The development requires at least 0.95 offsite units to meet the 10% biodiversity net gain objective which will be primarily met by purchasing offsite credits.
- 6.70 The BNG consultant has confirmed there is sufficient information to allow the Broads Authority to determine the application subject to the required pre-commencement condition being included on any granting of planning permission as detailed in section 3.20 above and available to view on the BA's website.

6.71 Should the application be approved, the required condition will form part of the decision.

Climate Change

6.72 In terms of addressing climate change the proposal will include the following:

- Surface water to ground via Sustainable Urban Drainage systems (SuDs) features such as soakaways and permeable hard standing within private gardens and the shared courtyard.
- Rainwater harvesting.
- Water consumption will be limited and designed to 110l/h/d as set out in local planning policy
- New tree and hedge planting in line with recommendations with the Ecology Report

6.73 Details of the above will be conditioned accordingly.

Other issues

6.74 Additional points raised by residents include the following:

Coltishall Neighbourhood Plan does not include this site for development.

6.75 Coltishall does not have an adopted neighbourhood plan, and this site does not form part of Broadland District Council's (BDC) allocated sites for potential development since it is not within the BDC area. However, as noted in section 6.18 above, after carryout out an HELAA assessment of the site against the 'call for sites' criteria used nationally, the site would be considered appropriate for residential development to help meet the national housing supply.

Publication of the application – statutory consultees, neighbour notifications, site notices and adverts. Some residents felt the notification period was insufficient.

6.76 These were all carried out correctly allowing the statutory 21 days for consultations, neighbour letters, site notice and advert period to proceed. The fact that consultations and neighbour letters were sent when the application was registered with site notices and adverts being published after the consultations meant that in reality the publication and consultation period was more than the statutory 21 days.

6.77 Notwithstanding this, the BA has considered all representations made during the application process.

The Parochial Church Council, The Commons Trust Management Team, Neighbouring landowners and other residents have not been notified.

6.78 These are not statutory bodies and are not required to be consulted. Neighbouring properties that abut the application site are notified any other interested parties have the opportunity to comment following the posting of the site notice and advert in the local newspaper or by attending the Parish Council meetings where applications are discussed.

The 5-year plan 2022-27 clearly states the BA will involve the public at an early stage.

- 6.79 The Broads Plan 2022-2027 is a strategic high-level overarching document that draws together and guides a wide range of plans, programmes and policies relevant to the Broads area as a whole. It is not specific to planning or individual planning applications. The application has been publicised in accordance with the statutory requirements of the Local Planning Authority i.e. consultation and neighbour letters have been sent, site notices publicly posted and an appropriate advert placed in the local paper, providing interested parties the required 21-day notice period to make representations. In addition, all the details are available on the BA website for public viewing throughout the application process.

7. Conclusion

- 7.1. In conclusion, while it is accepted the site is not in the Coltishall settlement boundary, it is directly adjacent to it and relates well to the existing settlement given its close proximity to existing properties to the north and east of the site and is near to an area heavily populated with residential development. In addition, the site has good access to local services by means other than a motor vehicle, including designated footpaths from the main junction at Church Road to village facilities as well as established peak hour public transport links to higher order settlements such as Norwich and North Walsham. Furthermore, the site is close to the Broads River network and is considered a suitable and sustainable location for new residential development that balances the competing considerations the Broads Authority has to undertake. It is therefore considered that the proposal is acceptable in principle.
- 7.2. In terms of the other matters of material consideration including, landscape (heritage assets and the Coltishall Conservation Area), design, ecology, trees, highways, and neighbour amenity, while it is acknowledged objections have been raised by the Parish Council and neighbouring residents, based on the assessment of the application against national and local planning policies, and following responses received from statutory consultees, who have not objected on any grounds, it is considered there are no material reasons that outweigh the recommendation to approve the application.
- 7.3. Regarding Nutrient Neutrality (NN) – an appropriate scheme of mitigation has been submitted and approved by Natural England subject to an appropriate legal agreement/S106 being in place prior to any granting of planning permission in relation to NN to ensure the impact of the development does not cause adverse impacts to the integrity of protected habitats, in terms of increased nitrates and phosphates entering the Broads.
- 7.4. Norfolk RAMS – an appropriate payment per dwelling will be secured prior to any granting of planning permission in accordance with the requirement to reduce the impact of increased levels of recreational use on Habitat Sites as detailed in the Habitat Regulations.

- 7.5. Biodiversity Net Gain – the BNG consultant has confirmed there is sufficient information to allow the Broads Authority to determine the application subject to the required pre-commencement condition being included on any granting of planning permission.
- 7.6. The proposed development seeks to address climate change and includes several measures to mitigate which will be conditioned accordingly.
- 7.7. Having considered all matters material to the determination of the application, it is considered that the principle of the development is acceptable and that there are no material reasons that outweigh the recommendation for approval.

8. Recommendation

- 8.1. Delegate approval to the Head of Planning subject to the conditions listed below and the completion of a S106 agreement to secure the scheme of mitigation for nutrient neutrality.

Conditions (draft)

- i. Time limit
- ii. In accordance with approved plans and documents
- iii. *Prior to commencement - Landscaping plan
- iv. *Prior to commencement - Trees – Detailed Arboricultural Method Statement
- v. Bats – soft demolition of small shed on site.
- vi. Bat (2) Night Lighting – none in woodland area
- vii. Bats (3) Prior to installation – lighting plan
- viii. Birds – removal of woody vegetation time of year to be specified
- ix. Precautionary working method – reptiles/amphibians.
- x. Bird boxes – one per new dwelling minimum
- xi. Bat boxes – one per new dwelling minimum
- xii. Bat boxes (2) – two on existing mature trees along the northern boundary or other mature trees in suitable locations.
- xiii. Highways - Prior to occupation - Access, on-site car parking and turning arrangement.
- xiv. *Pre-commencement – Biodiversity Net Gain
- xv. *Pre-commencement - SuDs/water harvesting details
- xvi. Prior to installation – Air Source Heat Pumps

- xvii. Prior to occupation – Pumping station details
- xviii. Nutrient Neutrality – in accordance with S106
- xix. Self-build – in accordance with S106
- xx. Construction times
- xxi. Water usage 110 litres per head per day

9. Reason for recommendation

- 9.1. Having reviewed all matters of material relevance to the proposed development, it is considered to be an acceptable form of development in this location against national and local planning policies. Furthermore, while the proposal will result in some impacts on ecology, biodiversity, highway traffic and existing residential amenity the impacts are not considered to demonstrably outweigh the recommendation to approve the application subject to the required mitigations and enhancements being suitably conditioned and implemented.

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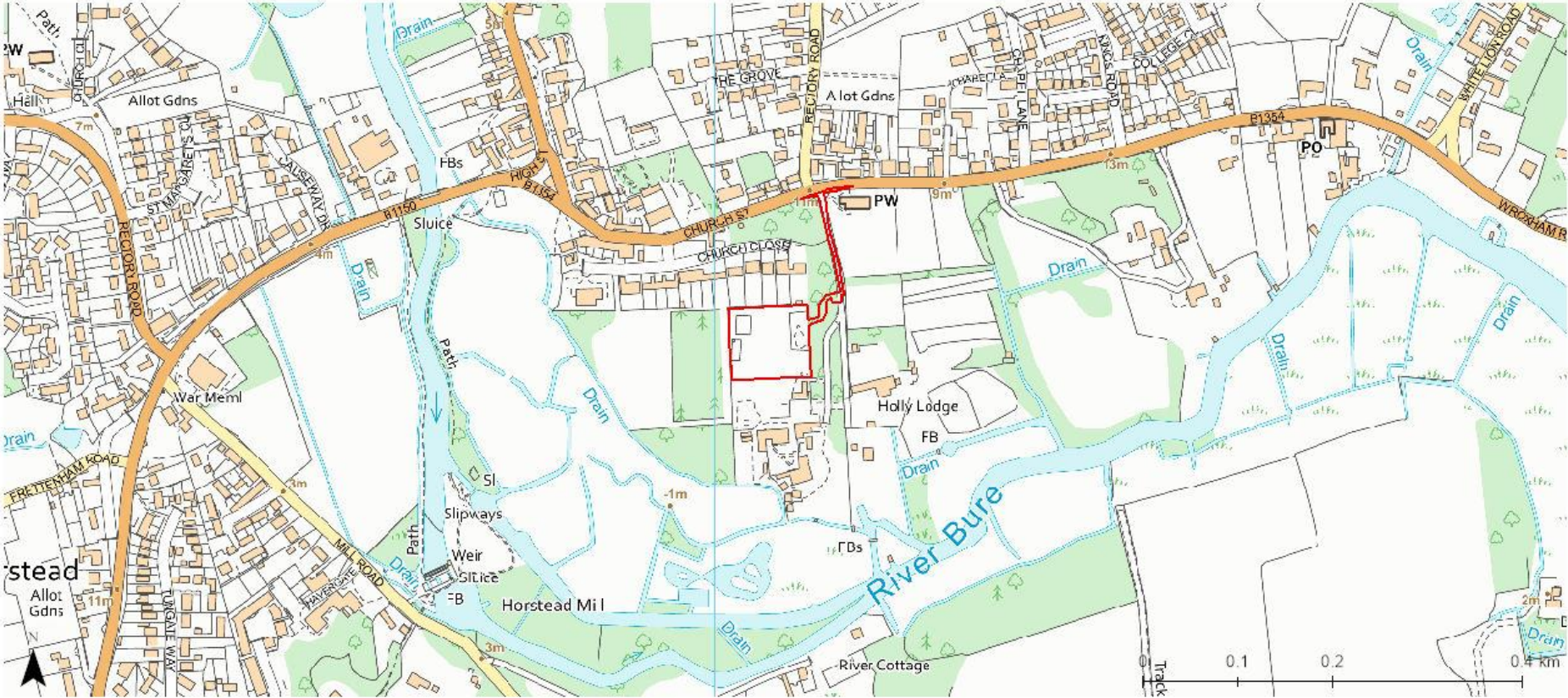
Date of report: 20 April 2026

Background papers: [BA/2025/0096/FUL](#) and [Associated Planning Documents](#)

Appendix 1 – [Location map](#)

Appendix 1 – Location map

BA/2025/0096/FUL - Land To The West Of, Church Loke, Coltishall



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