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Development Committee



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TO REGISTER TO SPEAK PLEASE CALL 01263 516150

27 November 2019

A meeting of the **Development Committee** will be held in the **Council Chamber - Council Offices**, **Holt Road**, **Cromer**, **NR27 9EN** on **Thursday**, **5 December 2019** at **9.30** am.

Coffee will be available for Members at 9.00am and 11.00am when there will be a short break in the meeting. A break of at least 30 minutes will be taken at 1.00pm if the meeting is still in session.

Any site inspections will take place on Friday 3 January 2020.

PUBLIC SPEAKING - REGISTRATION IS STRICTLY BY TELEPHONE ONLY

Members of the public who wish to speak on applications must register by 9 am on Tuesday 3 December by telephoning Customer Services on 01263 516150. We do not accept requests by email or on any other number. Please read the information on the procedure for public speaking on our website here or request a copy of "Have Your Say" from Customer Services.

Anyone may take photographs, film or audio-record the proceedings and report on the meeting. You must inform the Chairman if you wish to do so and must not disrupt the meeting. If you are a member of the public and you wish to speak, please be aware that you may be filmed or photographed.

Emma Denny Democratic Services Manager

To: Mrs P Grove-Jones, Mr P Heinrich, Mr D Baker, Mr A Brown, Mr P Fisher, Mrs A Fitch-Tillett, Mrs W Fredericks, Mr R Kershaw, Mr N Lloyd, Mr G Mancini-Boyle, Mr N Pearce, Dr C Stockton, Mr A Varley and Mr A Yiasimi

Substitutes: Mr T Adams, Dr P Bütikofer, Mrs S Bütikofer, Mr N Housden, Mr J Punchard, Mr J Rest, Mrs E Spagnola, Mr J Toye and Ms K Ward

All other Members of the Council for information. Members of the Management Team, appropriate Officers, Press and Public



If you have any special requirements in order to attend this meeting, please let us know in advance

If you would like any document in large print, audio, Braille, alternative format or in a different language please contact us

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AGENDA

PLEASE NOTE: THE ORDER OF BUSINESS MAY BE CHANGED AT THE DISCRETION OF THE CHAIRMAN

PUBLIC BUSINESS

- 1. CHAIRMAN'S INTRODUCTIONS
- 2. <u>TO RECEIVE APOLOGIES FOR ABSENCE AND DETAILS OF ANY SUBSTITUTE MEMBER(S)</u>
- 3. MINUTES

To approve as a correct record the Minutes of a meeting of the Committee held on 7 November 2019.

4. ITEMS OF URGENT BUSINESS

- (a) To determine any other items of business which the Chairman decides should be considered as a matter of urgency pursuant to Section 100B(4)(b) of the Local Government Act 1972.
- (b) To consider any objections received to applications which the Head of Planning was authorised to determine at a previous meeting.

5. ORDER OF BUSINESS

- (a) To consider any requests to defer determination of an application included in this agenda, so as to save any unnecessary waiting by members of the public attending for such applications.
- (b) To determine the order of business for the meeting.

6. <u>DECLARATIONS OF INTEREST</u>

Members are asked at this stage to declare any interests that they may have in any of the following items on the agenda. The Code of Conduct for Members requires that declarations include the nature of the interest and whether it is a disclosable pecuniary interest.

OFFICERS' REPORTS

ITEMS FOR DECISION

PLANNING APPLICATIONS

7. <u>BEESTON REGIS - PF/19/1315 - ERECTION OF SINGLE-STOREY</u> (Pages 1 - 6) <u>DWELLING; LAND TO THE REAR OF, 4 MEADOW COTTAGES,</u> <u>BEESTON REGIS, SHERINGHAM, NORFOLK, NR26 8EX FOR MRS</u> BARNES

- 8. <u>BLAKENEY ADV/19/1297 ERECTION AND DISPLAY OF 1 X</u> (Pages 7 14) <u>ILLUMINATED FASCIA SIGN AND 1 X ILLUMINATED HANGING</u> <u>SIGN; 5A THE GRANARY, HIGH STREET, BLAKENEY, HOLT, NR25</u> 7AL, FOR THE BLAKENEY COTTAGE COMPANY
- 9. <u>BLAKENEY LA/19/1560 EXTERNAL ALTERATIONS TO</u> (Pages 15 20) <u>FACILITATE 1 X ILLUMINATED FASCIA SIGN AND 1 X ILLUMINATED</u> <u>HANGING SIGN; 5A THE GRANARY, HIGH STREET, BLAKENEY,</u> HOLT, NR25 7AL, FOR THE BLAKENEY COTTAGE COMPANY
- 10. <u>HOVETON PF/19/1335 ERECTION OF DETACHED CHALET</u> (Pages 21 26) <u>BUNGALOW; 1 THREE ACRE CLOSE, HOVETON, NORWICH, NR12</u> 8QL FOR MR BUNTING
- 11. LANGHAM PF/19/0667 CHANGE OF USE OF OUTBUILDING FROM USE AS FORMER GLASS FACTORY AND TOURIST ACCOMMODATION TO PURPOSES ANCILLARY TO THE USE OF THE ADJACENT BUILDINGS AS HOTEL (C1); SHED TO NORTH (ADJACENT TO ENTRANCE TO HOTEL), GLASS BARN, NORTH STREET, LANGHAM FOR PROWESS LTD
- 12. <u>APPLICATIONS RECOMMENDED FOR A SITE INSPECTION</u> (Pages 33 34)
- 13. <u>APPEALS SECTION</u> (Pages 35 36)
 - (a) New Appeals
 - (b) Inquiries and Hearings Progress
 - (c) Written Representations Appeals In Hand
 - (d) Appeal Decisions
 - (e) Court Cases Progress and Results
- 14. ANY OTHER URGENT BUSINESS AT THE DISCRETION OF THE CHAIRMAN AND AS PREVIOUSLY DETERMINED UNDER ITEM 4 ABOVE
- 15. EXCLUSION OF PRESS AND PUBLIC

To pass the following resolution, if necessary:-

"That under Section 100A(4) of the Local Government Act 1972 the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A (as amended) to the Act."

PRIVATE BUSINESS

- 16. ANY OTHER URGENT EXEMPT BUSINESS AT THE DISCRETION OF THE CHAIRMAN AND AS PREVIOUSLY DETERMINED UNDER ITEM 4 ABOVE
- 17. <u>TO CONSIDER ANY EXEMPT MATTERS ARISING FROM CONSIDERATION OF THE PUBLIC BUSINESS OF THE AGENDA</u>



Agenda Item 7

BEESTON REGIS - PF/19/1315 - Erection of single-storey dwelling; Land to the rear of, 4 Meadow Cottages, Beeston Regis, Sheringham, Norfolk, NR26 8EX for Mrs Barnes

Minor Development

- Target Date: 18 October 2019

Case Officer: Mr D Watson Full Planning Permission

RELEVANT SITE CONSTRAINTS

- LDF Tourism Asset Zone
- SFRA Risk of Flooding from Surface Water + CC
- EA Risk of Flooding from Surface Water 1 in 1000
- EA Risk of Flooding from Surface Water 1 in 30
- EA Risk of Flooding from Surface Water 1 in 100
- Landscape Character Area
- LDF Countryside
- LDF Residential Area
- Scheduled Ancient Monument (the site is outside the SAM zone)
- Conservation Area
- LDF Settlement Boundary
- Undeveloped Coast

RELEVANT PLANNING HISTORY

PO/10/105: Land North East of 4, Meadow Cottages, Beeston Common, Sheringham. Erection of single-storey dwelling. Refused 24/12/2010

PF/11/1070: Land adjacent to 4 Meadow Cottages, Beeston Common, Sheringham. Erection of single-storey dwelling. Refused 14/10/2011. Appeal allowed 29/06/2012

THE APPLICATION

A single storey dwelling is proposed on land to the rear of 4 Meadow Cottages. An existing outbuilding located between 4 Meadow Cottage and the proposed dwelling would be retained and re-used as part of the dwelling. The proposed building would be of a contemporary style with a section with a mono-pitch roof to part and a section with a flat roof that would be lowered into the ground by approximately 1 metre. Access to the site would be from Church Lane a section of which is unmade, and would run alongside the eastern boundary of the site

The application site shares boundaries with 4 Meadow Cottage to the south, Frogs End to the west and 99 Church Lane to the north.

REASONS FOR REFERRAL TO COMMITTEE

Cllr Sarah Butikofer has requested a committee for the following reasons:

Although the previous application on the site was allowed by the inspector following rejection by the planning department (in 2010) and the Development Committee (in 2011) on two previous occasions, she considers the application should be determined in its own right as significant changes have been made since.

Since the last application land in close proximity to the site has been scheduled by Historic England (2017), and in relation to this, para 190 of the NPPF should be taken into consideration. Cllr Butikofer considers the application is therefore also contrary to policy EN of the Core Strategy

PARISH/TOWN COUNCIL

<u>Beeston Regis Parish Council</u>: whilst the previous application (PF/11/1070), was allowed on appeal, the PC maintain their objection as before - the development is out of keeping with the area and is cramped. They request that if NNDC are minded to approve this application, in addition to the conditions imposed by the Inspector under appeal Ref: APP/Y2620/A/12/2169133, notice should be taken of the advice given by the Norfolk County Council Community and Environment Services (Ref:9/1/19/1315) 2nd September 2019 and English Heritage Ref: PO1103770

Sheringham Town Council: comment that NNDC refused planning application PF/11/1071 in October 2011 and cited Core Strategy policies SS1, SS3 and EN4 as being relevant. NNDC went on to say that the proposed dwelling by virtue of its floor area, position on the site and close relationship to neighbouring properties would result in a cramped form of development which would not be compatible with the form and character of the area and surrounding properties.

The TC consider this revised application does not address any of the above issues. Furthermore, since the previous application, the land immediately adjacent to the east and south of the site has been scheduled by Historic England (2017). It is also noted that the site is within a conservation area and reference is made to paragraphs 194 and 196 of the NPPF (February 2019) and its is considered that the proposal fails the tests within these paragraphs as well as policy EN 8 of the Core Strategy and as such should be refused.

Additionally, the TC raise concerns regarding the visual impact that the proposed development would give on the approach to Sheringham

REPRESENTATIONS

7 received from nearby residents and Norfolk Historic Buildings Trust (as owners of Beeston Priory), with objections summarised as follows:

- What has changed since the last application was refused site is still near a scheduled monument, in a conservation area and served by a single track lane.
- Reasons for previous refusal are still relevant.
- Since the previous application the land to the east and south of the site has been scheduled by Historic England (in 2017). The site is also within a conservation area. The proposals do not comply with policy EN 8 or the tests in the NPPF at paras 194 and 196 relating to development affecting heritage assets
- .No turning space on the lane for builder's lorries
- Fed up with noise, dust and fumes from building work in the area
- Close relationship with neighbouring properties, cramped form of development and incompatible with the form and character of the area
- The new building is of a modern design and not in keeping with the other properties in this
 conservation area. and does not sit happily in close proximity to the ruins of an ancient priory
 and adjacent to old cottages.
- On an exceptionally large plot it should not be necessary to build it so close to neighbouring properties.
- Access to the new build will be from a restricted byway which the public are allowed to use on foot, on horse, cycle or with a horse and cart.
- Loss of trees which will change the wooded aspect of this area.
- Increase in the number of vehicles using a very narrow unsurfaced access road.
- During construction heavy plant and construction traffic will be using the access road which will obviously be ruined
- If it is necessary to 'pile' the building, the vibrations created by this action may cause damage to the structure of nearby dwellings.
- The plan appears to be no different to the previous plan which was rejected.
- Three windows to the west elevation appear to be overlooking 3 Meadow Cottages which will affect the privacy of its occupiers
- Highways state the restricted byway RB3 has no public right for vehicles yet, in the plans, a

hedge bordering RB3 is to be removed to allow for access to a parking area. If there is no right to drive a vehicle on RB3 how can the plan go ahead?

- Removing the garden pond will result in the loss of habitat for frogs, newts and toads.
- Are there restrictions on working times?

CONSULTATIONS

<u>County Council (Highway):</u> as with the previous applications, (PO/10/1055 and PF/11/1070), have no objection in principle to the proposed development subject to a condition to secure the on-site car parking. They do however wish to make the applicant aware of the following comments received from the Authorities Countryside Officer:

"The route adjacent to the property, which is its main access route, is registered as a restricted byway, RB3. This means that the public are able to use the route on foot, on horse, cycle or with a horse and cart. There is no public right to drive on the route. The County Council is responsible for maintenance of this route for its public use. We do not have any responsibility to maintain the route for any private rights that may exist i.e. for cars. If damage is caused by vehicular use such that it affects the public right, it is likely that we would approach the private rights users to make good the surface. This public

right exists across the full width of the route and this width should not be obstructed. Many restricted byways co-exist with routes that are used by people exercising private rights. Those using the route in a private capacity should exercise due care and attention and pay due regard to the public users of the route".

Conservation & Design Officer: no objection, given the approval of the previous scheme.

Landscape Officer: notes that the proposal includes significant tree and vegetation removal from the site which will incur notable habitat loss. Of the 13 individual trees and four groups of trees identified on the site, seven individual trees and two groups are required to be removed to facilitate this development. Only two replacement trees are proposed, one to be an oak tree and this does not constitute proportionate mitigation to compensate for the loss of habitat. A more substantial and extensive planting scheme should be a condition of any permission specifically requiring the provision of at least seven new trees (to include at least one oak tree) and replacement mixed native hedgerow to ensure suitable compensatory planting.

Conditions requiring compliance with all measures contained within the submitted Arboricultural Impact Assessment and Arboricultural Method Statement are recommended, along with one relating to external lighting given the sensitivity of the location within Beeston Conservation Area and close to the Scheduled Monument

<u>Historic England</u>: no objection to the application on heritage grounds. They do not have any specific views about the design other than noting that its low profile will help reduce the visual impact of the building on the Scheduled Area and would be happy for the council's design and conservation team to lead on the discussions with regards to form, shape and materials. They are also content for the council to determine the scheme in accordance with local and national planning policy.

HUMAN RIGHTS IMPLICATIONS

It is considered that the proposed development may raise issues relevant to Article 8: The Right to respect for private and family life.

Article 1 of the First Protocol: The right to peaceful enjoyment of possessions.

Having considered the likely impact on an individual's Human Rights, and the general interest of the public, approval of this application as recommended is considered to be justified, proportionate and in accordance with planning law.

CRIME AND DISORDER ACT 1998 - SECTION 17

The application raises no significant crime and disorder issues.

POLICIES

National Planning Policy Framework (NPPF):

Section 2 - Achieving sustainable development

Section 4 - Decision-making

Section 5 - Delivering a sufficient supply of homes

Section 9 - Promoting sustainable transport

Section 12 - Achieving well-designed places

Section 15 - Conserving and enhancing the natural environment

Section 16 - Conserving and enhancing the historic environment

North Norfolk Core Strategy (Adopted September 2008)

:

SS 1 - Spatial Strategy for North Norfolk

SS 2 - Development in the Countryside

SS 3 - Housing

EN 2 - Protection and enhancement of landscape and settlement character

EN 3 - Undeveloped Coast

EN 4 - Design

EN 8 - Protecting and enhancing the historic environment

EN 9 - Biodiversity and geology

EN 13 - Pollution and hazard prevention and minimisation

CT 5 - The transport impact of new development

CT 6 - Parking provision

MAIN ISSUES FOR CONSIDERATION

• Whether there have been any material changes in the planning circumstances of the site that would mean the proposal which is identical to the scheme allowed on appeal, is unacceptable.

APPRAISAL

Planning application PF/11/1070 for the erection of a single storey dwelling on this site was refused by the Development Committee, contrary to the officer recommendation to approve the application, at its meeting on 13/10/2011 for the following reason:

"In the opinion of the Local Planning Authority the proposed dwelling by virtue of its floor area, position on the site and close relationship to neighbouring properties would result in a cramped form of development which would not be compatible with the form and character of the area and surrounding properties, contrary to policies SS 1, SS 3 and EN 4 of the adopted North Norfolk Core Strategy".

The subsequent appeal against the refusal of planning permission was allowed on 29/06/2012. As the development was not started within 3 years of the date of that decision, the permission has now expired. The current proposed development is identical to that allowed on appeal. As the current development plan was in force at the time, the decision to grant planning permission by the Inspector carries considerable weight in the consideration of this current application.

The only material changes in the planning circumstances and of the surrounding area since the appeal decision are amendments to the National Planning Policy Framework and the scheduling of the land to the east and south of the site as a monument. There also appears to have been no changes to the adjacent dwellings.

The principle of the development was considered acceptable previously and was not one of the reasons for refusal. Similarly it was considered to be acceptable in terms of highway safety and the use of the rough surfaced by both the local planning authority and the Inspector. With regard to the effect on trees, this was not raised by either the local planning authority or the Inspector and there were no tree protection conditions attached paper permission. The Inspector considered

the proposal to be acceptable in terms of the effect on the living conditions of the occupants of neighbouring properties and the character and appearance of the area, including the conservation area.

The National Planning Policy Framework was published in March 2012, after the appeal was made. The appeal decision notes that the parties (the local planning authority and appellant) were given the opportunity to comment on any relevant implications, but no response were received. Although there have been changes to the NPPF since it was first published, it is considered none of these are substantive in terms of the consideration of the current application. Paragraphs 194 and 196 of the current version which relate to heritage assets in the consideration of development proposals, are broadly similar to paragraphs 131-134 of the original version. The Inspector took the then relevant paragraphs into account in reaching his decision.

Paragraph 190 of the NPPF states that "Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal".

Beeston Priory and land adjoining it were designated as a scheduled monument in 2017 by Historic England. The designated assets consist of the Scheduled Monument of Beeston Regis Priory (List Entry 1004021) comprising an Augustinian Priory of the Order of Peterstone founded in the early 13th century. A scheduled monument is an historic building or site that is included in the Schedule of Monuments kept by the Secretary of State for Digital, Culture, Media and Sport. Monuments are not graded, but all are, by definition, considered to be of national importance. Most scheduled monument entries contain a map. Protection is offered to everything that forms part of the land and buildings within the map boundary unless expressly excluded, as some features are, such as modern-day road surfaces. The application site is not within the map boundary for the scheduled monument.

It is considered that the proposal would not result in any material harm to the setting of the scheduled area. As noted in the appeal decision, the layout of the proposal would not materially extend built development further east than the rear gardens and outbuildings on the east side of Church Lane. The layout would also maintain the open space and boundary planting on the eastern side of the site adjoining the Common which would ensure the overall relationship between built development and the Common and the Monument is preserved. Significant weight also has to be attached to the fact that Historic England, who are a statutory consultee in this case as well as being the body responsible for scheduling, have no objection to the application on heritage grounds and do not have any specific views about the design other than noting that its low profile will help reduce the visual impact of the building on the Scheduled Area. The Council's Conservation Officer has no objection. For the reasons stated it is considered that the proposal is acceptable in terms of policy EN 8 of the Core Strategy and paragraphs 194 and 196 of the NPPF.

The representations received in respect of other matters are noted, but it is considered these do not raise any issues that were not covered by the Inspector in allowing the appeal for the previous application. Approval of the application is therefore recommended subject to the same conditions attached to the appeal decision where still relevant and the inclusion of the advisory note suggested by the County Council in relation to the status of the Restricted Byway stated above. Conditions requiring a planting scheme and compliance measures contained within the Arboricultural Impact Assessment and Arboricultural Method Statement, which were not included in the appeal decision are also recommended.

RECOMMENDATION:

APPROVE subject to conditions relating to the matters listed below and any other considered necessary by the Head of Planning:

Time limit for implementation

- Approved plans
- Removal of permitted development rights for extensions and alterations to the dwelling, outbuildings and means of enclosure
- External materials
- Large scale details of windows and external doors
- Joinery colour
- External lighting
- Provision of on-site parking and turning
- Archaeology
- Landscaping scheme
- Compliance with Arboricultural Impact Assessment and Arboricultural Method Statement

Final wording of conditions to be delegated to the Head of Planning

Agenda Item 8

BLAKENEY – ADV/19/1297 - Erection and display of 1 x illuminated fascia sign and 1 x illuminated hanging sign; 5A The Granary, High Street, Blakeney, Holt, NR25 7AL, for The Blakeney Cottage Company

'Other' development

- Target Date: 08 November 2019

- Extension of Time: 14 December 2019

Case Officer: Alastair Curran

Advertisement

RELEVANT SITE CONSTRAINTS

Landscape Character Area
Within LDF - Residential Area
Within Advertising Control Area
Within LDF - Settlement Boundary
Listed Building Grade II
Within Conservation Area
Within LDF Tourism Asset Zone
Within Area of Outstanding Natural Beauty
Unclassified Road
Part of the North Norfolk Heritage Coast

RELEVANT PLANNING HISTORY

PLA/19891913 LA
The Granary, High Street, Blakeney
TO REPLACE BLAKENEY KNITWEAR SIGN AND FIX BURROWS SIGN
Approved 18/09/1989

PLA/19891912 AN
The Granary, High Street, Blakeney
NON-ILLUMINATED ADVERTISEMENT
Approved 29/09/1989

PLA/20041708 LA
5 The Granary, High Street, Blakeney, Holt, NR25 7AL
INTERNAL ALTERATIONS TO FACILITATE CONVERSION OF ONE SHOP INTO TWO
DWELLINGS
Approved 11/11/2004

PLA/20081347 LA 5 The Granary, High Street, Blakeney, Holt, NR25 7AL INTERNAL ALTERATIONS TO SUB-DIVIDE SHOP AND INSTALL TOILET Approved 17/11/2008

THE APPLICATION

The building is a two-storey Grade II listed former granary from late 17th Century. It is now used as a holiday letting and rental business.

The application is for the erection and display of 1 x illuminated fascia sign and 1 x illuminated hanging sign. The fascia sign is on the east elevation, facing into High Street, above the front entrance door. The hanging sign is proposed on the north elevation, pointing toward the quay, sited beneath the first floor window and the ground floor window.

An associated application for listed building consent has been submitted (application ref LA/19/1560). Both applications were originally proposed with 2no. externally illuminated fascia signs in September 2019 and have since been revised in October 2019 to the current proposal, replacing an externally illuminated fascia sign on the north elevation with an externally illuminated projecting hanging sign.

REASONS FOR REFERRAL TO COMMITTEE

Councillor Karen Ward has called the application to committee on the grounds that the proposed development would be detrimental to the character and appearance of the streetscene and Conservation Area.

PARISH / TOWN COUNCIL

Blakeney Parish Council - Objects.

Objections raised regarding the proposed illuminations and the proposed hanging sign. The following concerns are raised:

- Out of keeping with the surrounding area.
- Does not protect nor enhance the Conservation Area.

REPRESENTATIONS

5 objections have been received in total, with 4 separate objections being from the same individual. The objections received are regarding:

- Amending plans,
- Impact upon the character of the streetscene,
- Impact on AONB,
- Impact on the nocturnal character of the locality,
- Impact on heritage assets,
- Illuminations incongruous with the village,
- Light pollution,

CONSULTATIONS

Conservation and Design Officer – No objection.

Following the submission of revised drawings showing a more traditional hanging sign replacing the second fascia board, no objections are raised.

Landscape Officer – Objects.

Has raised objections to the proposed illuminations. Dark night skies are considered to be an important characteristic of the Norfolk Coast Area of Outstanding Natural Beauty (AONB) which the proposed illuminated signage would undermine.

STANDING DUTIES

Due regard has been given to the following duties: Equality Act 2010

Crime and Disorder Act, 1998 (S17)

Natural Environment & Rural Communities Act 2006 (S40)

The Conservation of Habitats and Species Regulations 2017 (R9)

Planning Act 2008 (S183)

Human Rights Act 1998 – this incorporates the rights of the European Convention on Human Rights into UK Law - *Article 8 – Right to Respect for Private and Family Life* Planning (Listed Buildings and Conservation Areas) Act 1990 (S66(1) and S72)

Local Finance Considerations

Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are not considered to be material to this case.

POLICIES

North Norfolk Core Strategy (September 2008):

Policy SS 4 - Environment

Policy SS 5 – Economy

Policy EN 1 - Norfolk Coast Area of Outstanding National Beauty and The Broads

Policy EN 2 - Protection and Enhancement of Landscape and Settlement

Policy EN 4 – Design

Policy EN 8 - Protecting and Enhancing the Historic Environment

OTHER MATERIAL CONSIDERATIONS

National Planning Policy Framework (February 2019) (NPPF):

Section 4: Decision-making

Section 6: Building a strong, competitive economy

Section 7: Ensuring the vitality of town centres

Section 12 - Achieving well-designed places

Section 15 - Conserving and enhancing the natural environment

Section 16 - Conserving and enhancing the historic environment

Supplementary Planning Documents:

North Norfolk Local Development Framework Design Guide (Adopted December 2008) Blakeney Conservation Area Appraisal and Management Plan (Adopted July 2019) Landscape Character Assessment (Adopted Summer 2019)

Other Guidance:

Government guidance on light pollution (March 2014) (https://www.gov.uk/guidance/light-pollution)

OFFICER ASSESSMENT

Site location and description:

The application site is a Grade II Listed Building which lies within the AONB and the Blakeney Conservation Area. The application site occupies a corner plot at the north end of the High Street and The Quay, with the River Glaven estuary located due north of the host building. The High Street and surrounding location is defined by its mixed character portraying a range of uses including commercial uses which display a variety of advertisements. There is a uniformity to the scale and appearance of the area, partly due to the absence of illuminated

signage.

The applicant has proposed a hanging sign on the north elevation to be visible both east and west along the Quay. Although this wasn't proposed initially, the applicant has stated this is needed in revised plans to overcome initial heritage concerns and to retain an element of symmetry intrinsic to the character of the host building.

However, correspondence with the applicant since has confirmed their intention to allow the hanging sign to be illuminated during the night with the intention that visitors to the business's guest houses in the village would need to find the building outside office hours to collect / deposit their holiday let keys.

The east / front elevation to the high street already includes a ground level mounted fascia sign adjacent to the door, which the applicant proposes to retain.

Principle of development:

Under the wider aims of the Core Strategy and national policies, adverts to support businesses are endorsed where they avoid harm to heritage, landscape and amenity considerations, and Officers consider the proposed advertising to be located in the most suitable positions for passing trade. Specifically, Policy EN 4 states in the preamble that the Core Strategy Vision and aim is for new development to complement and relate to its surroundings.

National guidance is available for development proposals involving illuminations however, it states within the Government Guidance for light pollution that "artificial light is not always necessary" and that it can "undermine enjoyment of the countryside or the night sky, especially in areas with intrinsically dark landscapes."

The application site is an existing business and the proposed development is to supplement the existing use of the building. As such, in line with national and local policies to support existing businesses, the principle of the development is considered to be acceptable, subject to detailed considerations below.

Existing character and appearance of the area:

Whilst there are a handful of business / non-residential uses dispersed along the High Street there are no other illuminated signs apparent. Very discreet and sparsely dispersed street lighting is acknowledged to be found within the locality. There are a small number of non-illuminated hanging signs and sensitively proportioned fascia signs found along the High Street and throughout the locality.

In the rest of the village there are possibly only two externally illuminated signs dating to old permissions: a hanging sign on the Kings Arms pub on Westgate, and illuminated signs on The Blakeney hotel on The Quay. The absence of externally illuminated signage in what is one of the more popular tourism locations in the District, must be considered rather unique and contributes to both the character of the Conservation Area and this part of the North Norfolk Coast Area of Outstanding Natural Beauty.

The Conservation Area Appraisal and Management Plan (CAAMP) states that:

"the setting of the village is of significance to its character, with the open, flat salt marshes interspersed with channels and creeks, set below the broad Norfolk skies, which are dramatic both by day and night. Views into and out of the Conservation Area to the north are especially important to preserve. This coastal setting is known nationally, and even internationally, as characteristic of the North Norfolk coast and its frequently represented in

photographs, art and film, making it well known to the general population."

The Conservation Area Appraisal then goes on to state that much of Blakeney's character has remained the same since the early twentieth century. Although this does not mean that new development is inappropriate, it adds extra sensitivity to the need for modern developments to integrate into the existing character and be respectful of the surrounding built form.

Importantly, most advertising within the locality conforms to traditionally designed signage of a subtle nature, adhering to a traditional working aesthetic of a coastal village.

Impacts on heritage assets:

The proposed signage, without the illumination, is considered to be of a traditional design incorporating appropriate materials and would be situated in positions which would not compromise the symmetrical character of the historic building whilst allowing for the natural evolution of the historic architectural form to be read.

The proposed hanging sign has been centrally located to avoid disrupting the characteristic symmetry of the principal elevation, and has been located under the protruding oriel window which would further reduce its visibility and prominence. The proposed fascia board, following comments from the Conservation and Design Officer has been reduced in width to mirror the existing doorway of the building, thus reducing the size of the proposed advert to a more sympathetic feature.

It is considered that the revised proposals have achieved a suitable traditional, modest design.

However, it is considered that the proposed illumination is not traditional and is contrary to the aims of preserving and enhancing the character and appearance of the Conservation Area. The proposed illuminations are considered to be incongruous to the locality, as no illuminated advertisements are found within the immediate streetscene nor further along High Street, or The Quay, or indeed anywhere else, other than the public house on Westgate Street and on the Blakeney Hotel.

It is noted that the adjacent hotel includes illuminated signage which relate to permissions from the 1970's, however these are the only formal external illuminations within the immediate locality and, importantly, are not located on the principle elevations of the building but instead located in subtler locations largely screened from the wider public realm. In contrast, the proposed illuminations on the application site are considered to be intrusive and incongruous, notwithstanding the proposed signage boards being of an appropriate scale, design and positioning.

The Conservation Area Appraisal and Management Plan (CAAMP) recommends that one of the opportunities for enhancing the conservation area is to seek removal of intrusive features, and it is considered that to add illuminated signage would be to add an intrusive feature, so undermining this objective.

The Management Plan states: "Where possible, detracting features should be removed where they already exist and the addition of detrimental features should be avoided.... Modern additions, such as (but not limited to) solar panels or satellites dishes, should not be located on primary elevations or street frontages." In discussing signage specifically, the CAAMP identifies that "Shop signage should also be modest and in a traditional style."

Furthermore, the addition of intrusive features would not complement, nor integrate into the existing character or surrounding buildform sympathetically, being in conflict with policies EN 4 and EN 8 of the Core Strategy.

Though not of a large size nor especially obtrusive, the illumination would still be visible in views looking along the High Street out towards the coast and in views along The Quay and from the Norfolk Coastal Path to the north, which would add to the sense of development and contribute to an incremental erosion of the character of the historic village and its coastal relationship. Notwithstanding that the lighting would be directed downwards and its illumination localised, it is considered that the prominent location at the edge of the village makes this building inappropriate for these forms of illuminated signage which would be detrimental to the ambience of the Conservation Area.

The proposed hanging sign and fascia sign, in themselves, when viewed in the context of the locality do not seem to be cluttered or unsuitable for the building or location. It is noted within the Conservation and Design Officer's comments that the proposed signs would accord with Chapter 8 of the NNDC Design Guide and would be modest and in a traditional style as required by Section 7.2 of the Blakeney Conservation Area Appraisal. However, when considered as an illuminated sign, these become unacceptable, and unsuitable in the locality, and are considered to cause a small amount of less- than-significant harm to the character and appearance of the Conservation Area and qualities of the Heritage Coast and AONB.

Overall, the proposed development is considered to be incongruous and conflicting with the historic character and appearance of the Conservation Area by reason of the proposed illuminations.

Impact on the landscape setting and character of the area:

The only formal external illuminations within the immediate locality, at the Blakeney Hotel, do not face outwards to the North Norfolk Coast AONB,

As stated by the Landscape Officer, the site falls within a highly prominent and visible location within the North Norfolk Coast AONB. The application site forms part of an area where it is identified that the dark night skies are a key characteristic of the special qualities of the AONB. The proposed illuminations, even of a small scale, would result in light pollution and any form of increased lighting within this locality would contribute to undermining the defined special qualities of the AONB dark skies. The current Core Strategy aims to preserve the key characteristics of the AONB without causing a detrimental proliferation of illuminations, and it can be argued this is being achieved as witnessed by the absence of any illuminated signs being added since the 1970s which have in part helped the very special qualities of the Conservation Area and dark skies area to be retained.

As stated within the CAAMP: "the natural landscape setting is a key part of the character of the village. It affects the physicality of the conservation area in a variety of ways, from the materiality of the buildings' construction ... to the spectacular stars in the dark skies."

Overall, the proposed development would result in a direct detrimental impact upon the nationally designed AONB through adverse light pollution to the intrinsic dark skies and as such is in conflict with the objectives of the CAAMP and the AONB, and is contrary to Policy EN 9 of the Core Strategy.

Public Safety and Living Conditions:

The proposed signage is not anticipated to compromise the safety of either motorists or pedestrians. Given the relative isolation of the site away from residential occupiers, the proposed signage is considered to have no adverse impact upon neighbouring living conditions. The illuminated advertisements are not considered to cause any harmful impacts in regard to public safety or neighbouring amenity and are considered acceptable at this

location in terms of residential amenity.

Economic Impact:

The argument has been made that any harm is outweighed by the benefits to the business and convenience for tourists returning their holiday let keys. Whilst illumination no doubt may make the business easier to find, it does not provide wider public benefits. The hanging sign alone will improve awareness of the business premises, and the applicant should be able to describe the prominent location of the site to its customers, whilst the after-hours concerns should be addressed in part by the presence of a street light at the same elevation. In summary, there is nothing to suggest the harm to the wider environment and public realm would be outweighed by public benefit as is required by NPPF paragraph 196.

Conclusion and Recommendation

The application is for a trough-lit externally-illuminated fascia board fronting the High Street and a projecting, externally-illuminated hanging-sign facing The Quay. The proposed signage boards, following revisions, are of a modest size and sympathetic design which would not compromise the character and appearance of the host Listed Building, nor look disproportionate nor out of character within the wider streetscene or Conservation Area.

However, the proposed inclusion of illuminations is considered to make the signs appear incongruous and overly intrusive, resulting in a detrimental impact upon the character and appearance of the locality and ultimately undermining the dark skies of the AONB, which are intrinsic to the special qualities of the North Norfolk Coast. The effect would ultimately be to the detriment of the character and appearance of the streetscene, the wider locality including the character of the Conservation Area, and significantly, the setting of the village on the edge of the Historic Heritage Coast and the North Norfolk Coast AONB. The development as a whole does not accord with the requirements of the Development Plan, and it is considered that there are no public benefits or material considerations which would outweigh the policy conflict.

As such, it is considered the proposal should be refused as the proposals are considered to be in conflict with Policies EN 1, EN 2, EN 4, EN 8 and EN 9 of the Core Strategy, the national and local guidance for advertising and signage, and Sections 12, 15 and 16 of the NPPF requiring good design and the preservation or enhancement of the natural and historic environments.

RECOMMENDATION:

To REFUSE advertisement consent application ref. ADV/19/1297 for the following reasons, and any others to be deemed necessary by the Head of Planning:

The District Council adopted the North Norfolk Core Strategy on 24 September 2008, and subsequently adopted Policy HO 9 on 23 February 2011, for all planning purposes. The following policy statements are considered relevant to the proposed development:

Policy SS 4 - Environment

Policy EN 1 - Norfolk Coast Area of Outstanding National Beauty and The Broads

Policy EN 2 - Protection and Enhancement of Landscape and Settlement

Policy EN 4 – Design

Policy EN 8 - Protecting and Enhancing the Historic Environment

National Planning Policy Framework – Paragraphs 127, 132, 172 and 196

Policies SS 4, EN 4 and EN 8 seek to preserve and enhance the built heritage within the district, whilst Policies EN 1 and EN 2 seek to ensure that proposals which create an adverse impact on the Norfolk Coast Area of Outstanding Natural Beauty (AONB), landscape character and its relationship to settlements are not permitted. These are in accordance with the National Planning Policy Framework which also places great weight on conserving and enhancing the AONB and Heritage Coast areas.

Notwithstanding the intended sympathetic form, positioning and designs of the proposal, the illuminated signage is considered to make the development appear incongruous and overly intrusive, resulting in a detrimental impact upon the streetscene, the wider locality including the character of the Conservation Area, and significantly, the setting of the village on the edge of the Historic Heritage Coast and the North Norfolk Coast AONB. The illuminations will also erode the village's relationship with its coastal setting and undermine the quality of the dark skies of the coastal fringe, which are intrinsic to the special qualities of the North Norfolk Coast Area of Outstanding Natural Beauty.

The proposals therefore do not accord with the requirements of Core Strategy Policies SS 4, EN 1, EN 2, EN 4 and EN 8 of the Development Plan and conflict with Paragraphs 127, 132, 172 and 196 of the National Planning Policy Framework. There are no public benefits to outweigh the harm to designated assets nor are there material considerations which would outweigh the identified conflict with the Development Plan.

Agenda Item 9

BLAKENEY – LA/19/1560 - External alterations to facilitate 1 x illuminated fascia sign and 1 x illuminated hanging sign; 5A The Granary, High Street, Blakeney, Holt, NR25 7AL, for The Blakeney Cottage Company

'Other' development

- Target Date: 08 November 2019

- Extension of Time: 14 December 2019

Case Officer: Alastair Curran Listed Building Alterations

RELEVANT SITE CONSTRAINTS

Listed Building Grade II Within Conservation Area Within Area of Outstanding Natural Beauty Part of the North Norfolk Heritage Coast

RELEVANT PLANNING HISTORY

PLA/19891913 LA
The Granary, High Street, Blakeney
TO REPLACE BLAKENEY KNITWEAR SIGN AND FIX BURROWS SIGN
Approved 18/09/1989

PLA/19891912 AN The Granary, High Street, Blakeney NON-ILLUMINATED ADVERTISEMENT Approved 29/09/1989

PLA/20041708 LA 5 The Granary, High Street, Blakeney, Holt, NR25 7AL INTERNAL ALTERATIONS TO FACILITATE CONVERSION OF ONE SHOP INTO TWO DWELLINGS Approved 11/11/2004

PLA/20081347 LA 5 The Granary, High Street, Blakeney, Holt, NR25 7AL INTERNAL ALTERATIONS TO SUB-DIVIDE SHOP AND INSTALL TOILET Approved 17/11/2008

THE APPLICATION

The building is a two-storey Grade II listed former granary from late 17th Century. It is now used as a holiday letting and rental business.

The application is for works to the Listed Building to facilitate the erection and display of 1 x illuminated fascia sign and 1 x illuminated hanging sign. The fascia sign is on the east elevation, facing into High Street, above the front entrance door. The hanging sign is proposed on the north elevation, pointing toward the quay, sited beneath the first floor window and the ground floor window.

An associated application for advertising consent has been submitted (application ref ADV/19/1297). Both applications were originally proposed with 2no. externally illuminated fascia signs in September 2019 and have since been revised in October 2019 to the current proposal, replacing an externally illuminated fascia sign on the north elevation with an externally illuminated projecting hanging sign.

REASONS FOR REFERRAL TO COMMITTEE

Councillor Karen Ward has called the application to committee on the grounds that the proposed development would be detrimental to the character and appearance of the streetscene and Conservation Area.

PARISH / TOWN COUNCIL

Blakeney Parish Council - Objects.

Objections raised regarding the proposed illuminations and the proposed hanging sign. The following concerns are raised:

- Out of keeping with the surrounding area.
- Does not protect nor enhance the Conservation Area.

REPRESENTATIONS

7 objections have been received in total with 5 objections being from the same individual. The objections received are regarding:

- Out of keeping with the area.
- Detrimental impact upon Conservation Area and Listed Building.
- Contrary to the aims of the Conservation Area Appraisal.
- The hanging sign on the North Gable will detract from the historical significance and purpose of the host building as a Granary. The sign will make the building resemble an old pub.
- The hanging sign will detract from the discreet plaques which record the important Historic High Tide Marks - a key part of the effect which the sea has had on the development of Blakeney and its connection with the sea and which are viewed and included in photographs/images by many thousands of visitors.
- The submitted Heritage Statement is deficient.

Non-material considerations:

- Amendments to an application should involve the application being withdrawn.
- Light pollution.
- Impact on nocturnal character of the locality (impact on dark skies).
- Impact on Area of Outstanding Natural Beauty.
- Landscape Officers were not consulted on this application.

CONSULTATIONS

Conservation and Design Officer - No objection.

Following revised drawings for the replacement of a sign board with a traditionally designed hanging sign and the reduction in size of the fascia sign, no objections are raised.

STANDING DUTIES

Due regard has been given to the following duties:

Equality Act 2010

Crime and Disorder Act, 1998 (S17)

Natural Environment & Rural Communities Act 2006 (S40)

The Conservation of Habitats and Species Regulations 2017 (R9)

Planning Act 2008 (S183)

Human Rights Act 1998 – this incorporates the rights of the European Convention on Human

Rights into UK Law - Article 8 - Right to Respect for Private and Family Life

Planning (Listed Buildings and Conservation Areas) Act 1990 (S66(1) and S72)

Local Finance Considerations

Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are not considered to be material to this case.

POLICIES

North Norfolk Core Strategy (September 2008):

Policy EN 4 – Design

Policy EN 8 - Protecting and Enhancing the Historic Environment

OTHER MATERIAL CONSIDERATIONS

National Planning Policy Framework (February 2019) (NPPF):

Section 16 - Conserving and enhancing the historic environment

Supplementary Planning Documents:

North Norfolk Local Development Framework Design Guide (Adopted December 2008) Blakeney Conservation Area Appraisal and Management Plan (Adopted July 2019)

OFFICER ASSESSMENT

The application is for listed building consent and therefore the only matters for consideration are whether the works proposed are acceptable and would not be detrimental to the historic architectural character, appearance or fabric of the Grade II listed building. The application seeks Listed Building Consent to facilitate the erection and display of an illuminated fascia and an illuminated hanging sign.

Site location and description:

The application site is a Grade II Listed Building which lies within the AONB and the Blakeney Conservation Area. The application site occupies a corner plot at the north end of the High Street and The Quay, with the River Glaven estuary located due north of the host building. The High Street and surrounding location is defined by its mixed character portraying a range of uses including commercial uses which display a variety of advertisements. There is a uniformity to the scale and appearance of the area, partly due to the absence of illuminated signage.

The applicant has proposed a hanging sign on the north elevation to be visible both east and west along the Quay. Although this was not proposed initially, the applicant has stated this is needed in revised plans to overcome initial heritage concerns and to retain an element of symmetry intrinsic to the character of the host building.

However, correspondence with the applicant since has confirmed their intention to allow the hanging sign to be illuminated during the night with the intention that visitors to the business's guest houses in the village would need to find the building outside office hours to collect / deposit their holiday let keys.

The east / front elevation to the high street already includes a ground level mounted fascia sign adjacent to the door, which the applicant proposes to retain.

Design and impact upon the heritage asset:

The proposed development would see the erection and display of two externally illuminated advertisements, which following revisions have been reduced in size and scale with a small fascia proposed to sit above the front entrance in a similar style to those already prevalent within the streetscene.

The application also proposes a traditionally designed hanging sign to be displayed on the principle elevation which fronts The Quay.

The proposed hanging sign has been located in a central position under a protruding oriel window which would preserve the symmetry of the building whilst diminishing the prominence of the protruding sign above by virtue of the existing window adding depth to the prominent elevation.

The proposed signs are of a small size and scale and will be constructed of traditional materials aiding their integration into the historic building whilst constituting subservient additions. The application building has seen changes in it's use since its original construction, and the proposed development would add to the existing architectural fabric of the building whilst physically portraying the natural evolution of the architectural buildform and use of the building. As such, the proposal is considered to add to the architectural character of the building whilst, by virtue of the simplistic design and small scale, sympathetically integrate into the historic fabric of the building allowing for the historic origins to still be clearly read.

The application proposes external illuminations in the form of trough lights. The proposed lighting would result in a subtle wash down the face of the boards and would cause no harm to the appearance of the Listed Building. Given the building's historic character, the proposed adverts would be viewed as later additions, and given the limited size and scale of the proposed development, would not disrupt or detrimentally detract for the buildings historic form. There would not be any loss of historic fabric.

Overall, the proposed development is considered to have an acceptable impact upon the setting and integrity of the listed building and would not result in an unacceptable loss of historic fabric due to the minimal intervention needed to facilitate the signage. As such, the proposed development is considered to be acceptable in regard to the historic character and appearance of the Listed Building and in accordance with Policies EN 4 and EN 8 of the Core Strategy, the North Norfolk Design Guide, the Blakeney Conservation Area Appraisal and Sections 12 and 16 of the NPPF requiring good design and the preservation or enhancement of the historic environment.

Other issues:

An objection has been received relating to landscape impacts, impacts on the Area of Outstanding Natural Beauty, and the lack of conformity with the aims of the Blakeney Conservation Area Appraisal. These are factors which are not material considerations to this application for listed building consent, but those same issues are addressed within the application for advertising consent (ADV/19/1297).

Conclusion and Recommendation

The application is for a trough-lit externally-illuminated fascia board fronting the High Street and a projecting, externally-illuminated hanging-sign facing The Quay. The proposed signage boards, following revisions, are of a modest size and sympathetic design which would not compromise the character and appearance of the host Listed Building. The proposed illuminations would be of a small scale provided through the trough lighting, which would create a small wash down the front of the boards resulting in no detrimental detraction from the architectural significance or historic prominence of the host Listed Building.

As such, it is considered the proposal for listed building consent should be approved as it accords with Policies EN 4 and EN 8 of the Core Strategy, and Sections 12 and 16 of the National Planning Policy Framework requiring good design and the preservation or enhancement of the historical environment.

RECOMMENDATION:

To APPROVE the application for listed building consent (ref. LA/19/1560) subject to the conditions specified below and any others deemed to be necessary by the Head of Planning:

Conditions

1. This listed building consent is granted subject to the condition that the works to which it relates must be begun not later than the expiration of three years beginning with the date on which the consent is granted.

Reason:

The time limit condition is imposed in order to comply with the requirements of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004

- 2. The works to which this consent relates shall be undertaken in strict accordance with the following approved plans, drawings and specifications;
 - Revised Front Elevation Sign A2, received by the Local Planning Authority 15/10/2019;
 - Revised Side Elevation Sign C, received on 15/10/2019;
 - Revised Technical Specification Trough lighting and fixing brackets, received 15/10/2019:
 - Location Plan of 5a The Granary, received on 12/09/2019.

Reason:

To ensure the works are carried out in accordance with the expressed intentions of the applicant and to ensure the satisfactory completion of works in accordance with Policies EN 4 and EN 8 of the adopted North Norfolk Core Strategy.

 Any damage to the fabric of the building resulting from the carrying out of the works hereby permitted shall be made good within 28 days of occurrence, to the reasonable satisfaction of the Local Planning Authority.

Reason:

To protect that part of the building which is to be retained, in accordance with Policy EN 8 of the adopted North Norfolk Core Strategy.

Advisory Notes

1. This listed building consent does not confer permission for the advertisements. The applicant is advised that any proposals for signs or advertisements on the building subject to this planning permission may require separate consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007. Advice on this matter can be sought by writing to the District Council's Planning Division giving details of the proposed signs or by telephoning (01263) 516150.

HOVETON - PF/19/1335 - Erection of detached chalet bungalow; 1 Three Acre Close, Hoveton, Norwich, NR12 8QL for Mr Bunting

Minor Development

- Target Date: 21 October 2019
Case Officer: Mrs L Starling
Full Planning Permission

RELEVANT CONSTRAINTS

- LDF Residential Area
- LDF Settlement Boundary
- LDF Employment Area (adjacent site)
- Contaminated Land
- SFRA Areas Susceptible to Groundwater Flooding
- SFRA Risk of Flooding from Surface Water + CC
- Landscape Character Area

RELEVANT PLANNING HISTORY

PLA/19950584: Extension to dwelling - Approved 25/05/1995

PLA/19791528: Erection of a mast to carry antennae for amateur radio operation - Approved 05/10/1979

RELEVANT HISTORY RELATING TO ADJACENT EMPLOYMENT LAND

PF/15/0536: Tilia Business Park, off Horning Road West, Hoveton - Demolition of existing redundant building and erection of extension to existing manufacturing facility, construction of new road and creation of new site junction onto the B1354 (Horning Road West) - Approved 09/10/2015

THE APPLICATION

The application is for the erection of a detached chalet bungalow on land which currently forms part of the garden of 1 Three Acre Close. The proposed dwelling would be located to the west of the existing dwelling. As first submitted the proposal included a detached garage, but this has now been removed in response to officer's concerns and the design of the proposed dwelling has also been amended.

REASONS FOR REFERRAL TO COMMITTEE

At the request of Councillor N Dixon for the following reasons:

- Proposal constitutes overdevelopment despite deletion of the garage and detailed design changes. It is an example of 'garden grabbing' which harms the immediate area and reduces the availability of established spacious properties which are much sought after in Hoveton.
- The approach to and the journey through Three Acre Close is characterised by well established bungalows with good residential amenities on spacious plots meeting the needs of those seeking quality mid-range housing stock. The division of what is possibly the smallest plot (there are 2 others further away) amongst those of much more generous size creates 2 noticeable minimal size plots visibly out of proportion with the

surroundings in terms of space, leisure and privacy amenities. It would create an urban density in a rural type setting and thus harmful to the prevailing character of the Close contrary to NPPF Section 12 and Policies HO1, EN 2 & EN 4 and it does not support the need to retain quality properties with good space and privacy amenities in Hoveton.

• Site adjoins a large long established employment site which is part way through major regeneration involving a new, long awaited and approved, access road for the upper and lower levels in place of the existing upper level access off Tunstead Rd. Whilst currently the nearest industrial premises are mainly retail, the adjacent vacant areas are yet to be redeveloped and the new access road passes next to this plot. Employment land options in Hoveton are very constrained and this residential proposal would fetter and restrict employment options on that site. Moreover, it is considered that the local planning authority should not allow residential development where it is likely to be affected by industrial traffic and operational activities which create noise, dust and odours. The traffic growth and future disturbance will be considerable and will degrade the quiet residential amenity of the proposed property; moreover, there is no space or scope for mitigation measures. To that extent the scheme does not comply with Policies SS4 and EN13.

PARISH/TOWN COUNCIL

Hoveton Parish Council - objection due to concerns about the overdevelopment of the site (bearing in mind the size of the plot in question).

REPRESENTATIONS

None received.

CONSULTATIONS

Environmental Health - no objections or conditions requested.

County Council (Highway) - no objections or conditions requested.

Economic Development - awaiting comments.

HUMAN RIGHTS IMPLICATIONS

It is considered that the proposed development may raise issues relevant to Article 8: The Right to respect for private and family life.

Article 1 of the First Protocol: The right to peaceful enjoyment of possessions.

Having considered the likely impact on an individual's Human Rights, and the general interest of the public, approval of this application as recommended is considered to be justified, proportionate and in accordance with planning law.

CRIME AND DISORDER ACT 1998 - SECTION 17

The application raises no significant crime and disorder issues.

POLICIES

North Norfolk Core Strategy (Adopted September 2008):

SS 1 - Spatial Strategy for North Norfolk

SS 3 - Housing

SS 4 - Environment

SS 11 - Hoveton

HO 1 - Dwelling mix and type

- HO 7 Making the most efficient use of land (Housing density)
- EN 2 Protection and enhancement of landscape and settlement character
- EN 4 Design
- EN 9 Biodiversity and geology
- EN 10 Development and Flood risk
- EN 13 Pollution and hazard prevention and minimisation
- CT 5 The transport impact of new development
- CT 6 Parking provision

National Planning Policy Framework (NPPF):

Section 2 – Achieving sustainable development

Section 5 – Delivering a sufficient supply of homes

Section 11 – Making effective use of land

Section 12 - Achieving well-designed places

Section 14 - Meeting the challenge of climate change, flooding and coastal change

North Norfolk Design Guide SPD (2008)

MAIN ISSUES FOR CONSIDERATION

- 1. Principle
- 2. Design, scale and visual impact
- 3. Amenity and environmental considerations
- 4. Highways

APPRAISAL

1. Principle:

The site lies within the Settlement Boundary for Hoveton, in an area designated as 'Residential' in the North Norfolk Core Strategy. Policies SS1, SS 3 and SS11 support the principle of new residential dwellings in this location, with Sections 2, 5 and 11 of the NPPF also supportive of the principle of new housing in sustainable locations with good access to essential services and facilities.

2. Design, scale and visual impact:

Whilst the site would be relatively restricted in its dimensions, following the subdivision of the applicant's existing garden to accommodate it, the revised proposals are for a modest detached dwelling which is considered acceptable in terms of its design, siting, materials and form. Whilst a one and a half storey dwelling is proposed, set amongst predominantly single-storey properties, the proposed dwelling is considered acceptable in terms of its proportions and scale, and given that the dwelling would be set some distance down an unadopted shared access road with only partial views possible from the public highway, the proposed dwelling would not be significantly visible or detrimental to the character and appearance of the wider area. Furthermore, the site is located in a built up area, directly adjacent to an employment area to the west, and set against buildings of a greater scale, helping to further mitigate any visual impacts in the surrounding area.

With regard to concerns that the scheme constitutes the overdevelopment of the site, the host property currently sits on a relatively generous sized plot, similar to its neighbours to the north and east, and it is acknowledged that its subdivision to create the new plot would result in the creation two more modest sized plots. Notwithstanding this, given the scale of the properties involved (the existing property being a three bed bedroom bungalow and the proposed comprising of a two bedroom property), the fact that the plot sizes would be comparable to properties located further along Three Acre Close with sufficient on-site parking and amenity areas provided to serve the future occupants of the dwellings, and

following the deletion of the proposed garage building from the scheme, it is not considered that the proposal would constitute overdevelopment of the site. A condition is recommended to be attached to any permission removing permitted development rights for alterations and extensions to the proposed dwelling and restrict any outbuildings, to avoid the overdevelopment of the site and protect the amenities of neighbouring properties in the future.

On that basis it is considered that the scheme is acceptable in design terms and would comply with Policies HO 1, HO 7, EN 2 and EN 4 of the Core Strategy and Sections 2, 5, 11 and 12 of the NPPF.

3. Amenity and environmental considerations:

Residential properties lie directly to the north, south and east of the site. The proposal as amended, has been designed in a manner which, along with the distances of separation involved, would protect the residential amenities of existing and future occupants in respect of privacy, outlook and light. Whilst it is acknowledged that the proposed dwelling would be sited closer to the employment area that the existing property, this is not a dissimilar arrangement to the existing dwellings at the northern end of Three Acre Close.

Planning permission was granted for extensions to the adjacent employment area to the west in 2015 (ref: PF/15/0536) which included a new access to serve the site, off Horning Road West. In considering that application, it was recognised that whilst four properties immediately to the east on Three Acre Close (including No. 1), would experience more traffic movements, the access would have a hard surface which would reduce any noise and disturbance previously experienced as a result of the existing gravel finish. Further, given that the Business Park normally only operated within business hours, it was concluded that the proposal would be unlikely to result in a significant increase in noise and disturbance. Whilst the proposed dwelling would be closer to the approved access road than the existing dwelling, any impacts on residential amenity in respect of noise and disturbance would need to be deemed significant to justify the refusal of this application on amenity grounds.

Whilst the Council's Environmental Health Officer has raised no objection the scheme on drainage, amenity or environmental grounds, given Councillor Dixon's concerns relating to the impact of the adjacent employment uses on the amenities of the future occupiers of the proposed dwelling, and the impact of a dwelling on the employment uses, further comments have been sought. Having considered the Noise and Vibration Impact Assessment for the proposed new roadway running through the industrial site (subject of planning permission PO/15/0539) which will run along the back boundary of the proposed dwelling, Environmental Health have no concerns with regards to noise that any extra traffic predicted to be travelling on the roadway may generate.

It is therefore considered that the future occupants of the proposed dwelling would not be significantly impacted by noise disturbance and that the proposal would provide acceptable living conditions for the future occupiers, in accordance with Policy EN4 of the Core Strategy.

4. Highways:

The proposed dwelling would be accessed via the existing shared unadopted road off the public highway (Three Acre Close) and served by a new access and on-site parking area, with the current access and parking area retained to serve the applicants existing property. The Highway Authority have raised no objections on highway safety grounds. A condition has been attached to the permission to ensure that the new access and parking areas are provided and retained in accordance with the submitted details. On that basis the proposal is considered to be acceptable in terms of Policies CT5 and CT6.

RECOMMENDATION:

APPROVE subject to conditions covering the following matters and any others deemed necessary by the Head of Planning;

- 3 year time limit commencement.
- Development to accord with amended plans.
- Materials to be agreed prior to first use on site.
- Parking and access laid out in accordance with submitted details.
- Removal of permitted development rights for extensions, alterations and domestic outbuildings.

Final wording of conditions to be delegated to the Head of Planning



LANGHAM – PF/19/0667 - Change of use of Outbuilding from use as former Glass Factory and Tourist Accommodation to purposes ancillary to the use of the adjacent buildings as Hotel (C1); Shed to north (adjacent to entrance to hotel), Glass Barn, North Street, Langham for Prowess Ltd

- Target Date: 26 June 2019 Case Officer: Alastair Curran Full Planning Permission

RELEVANT CONSTRAINTS

Listed Building Grade II
Conservation Area
Contaminated Land
SFRA - Areas Susceptible to Groundwater Flooding
Area of Outstanding Natural Beauty
Landscape Character Area
LDF Tourism Asset Zone
Section 106 Planning Obligations

RELEVANT PLANNING HISTORY

(for Shed to North (adjacent to entrance to hotel), Glass Barn, North Street, Langham

NMA1/14/0107 NMA

The Harper, North Street, Langham, HOLT, NR25 7DH Non Material Amendment to Planning Permission PF 14 0107 to construction of small leanto building to house hot water cylinders Approved 30/04/2019

NMA2/14/0107 NMA

The Harper, North Street, Langham, HOLT, NR25 7DH Non Material Amendment to Planning Permission PF/14/0107 for removal of walkway cover (internal courtyard). Approved 16/10/2019

PLA/20060771 LA FORMER GLASS FACTORY, NORTH STREET, LANGHAM ALTERATIONS TO BUILDING TO FACILITATE CONVERSION TO HOTEL Approved 09/12/2008

PLA/20060770 PF
FORMER GLASS FACTORY, NORTH STREET, LANGHAM
CONVERSION AND EXTENSION OF BUILDINGS TO PROVIDE HOTEL AND VILLAGE
SHOP AND ERECTION OF TWENTY-THREE HOLIDAY COTTAGES
Approved 09/12/2008

THE APPLICATION

Seeks the change of use of the existing building from a former glass factory and tourist accommodation to purposes ancillary to the use of the adjacent hotel (C1). As the building has not had a material change of use occur, despite planning permission being granted for a village shop previously, the use of the building is considered to still be the former use of the site, prior to the development of the hotel complex.

The application site is located within Langham, which is not identified within the settlement hierarchy of the Core Strategy and is therefore considered to be the Countryside. The site is located adjacent to a hotel to the south, with residential accommodation located to the north, east, south-west and north-west of the application site. The application building is a Grade II Listed Building which is located within the Langham Conservation Area and the Norfolk Coast AONB.

The application has been referred to committee at the request of Councillor Kershaw.

PARISH/TOWN COUNCIL

Langham Parish Council - have objected to the proposed development on the grounds that the building was not marketed by a local estate agent or utilised more appropriate signage. The Parish Council have also stated that the proposed rent was excessive and as such the applicant has not satisfied the S106 obligation of the original planning permission for the redevelopment of the site.

REPRESENTATIONS

Five objections have been received from four individuals raising the following concerns:

- Failure to advertise the premises properly,
- Setting the price of the unit too high,
- Impact on the sustainability and cohesion of the local community,

CONSULTATIONS

Environmental Health - Have commented stating that the site and contamination have previously been dealt with and as such raise no objections.

County Council (Highway) - No comments received.

Economic and Tourism Development - Have raised no objections stating that the proposed rent is realistic and the proposed unit would not result in a relatively attractive proposition. As such, they are supportive of the proposal to bring the unit into use.

HUMAN RIGHTS IMPLICATIONS

It is considered that the proposed development would not raise any significant issues relevant to

Article 8: The Right to respect for private and family life.

Article 1 of the First Protocol: The right to peaceful enjoyment of possessions.

Having considered the likely impact on an individual's Human Rights, and the general interest of the public, approval of this application as recommended is considered to be justified, proportionate and in accordance with planning law.

CRIME AND DISORDER ACT 1998 - SECTION 17

The application raises no significant crime and disorder issues.

POLICIES

North Norfolk Core Strategy (Adopted September 2018):

Policy SS1 - Spatial Strategy for North Norfolk

Policy SS2 - Development in the Countryside

Policy SS4 - Environment

Policy SS5 - Economy

Policy SS6 - Access and Infrastructure

Policy EN1 - Norfolk Coast Area of Outstanding Natural Beauty and The Broads

Policy EN2 - Protection and Enhancement of Landscape and Settlement

Policy EN4 - Design

Policy EN8 - Protecting and Enhancing the Historic Environment

Policy EN9 - Biodiversity and Geology

Policy EC2 - The Re-use of Buildings in the Countryside

Policy EC3 - Extensions to Existing Businesses in the Countryside

Policy EC5 - Location of Retail and Commercial Leisure Development

Policy EC7 - The Location of New Tourism Development

Policy EC8 - Retaining an Adequate Supply and Mix of Tourist Accommodation

Policy CT3 - Provision and Retention of Local Facilities and Services

Policy CT6 - Parking Provision

National Planning Policy Framework (2019):

Section 2 - Achieving sustainable development

Section 6 - Building a strong, competitive economy

Section 8 - Promoting healthy and safe communities

Section 9 - Promoting sustainable transport

Section 11 - Making effective use of the land

Section 12 - Achieving well-designed places

Section 15 - Conserving and enhancing the natural environment

Section 16 - Conserving and enhancing the historic environment

Spatial Planning Documents/Guidance:

North Norfolk Design Guide

MAIN ISSUES FOR CONSIDERATION

- Principle
- Character and Appearance
- Amenity
- Biodiversity & Landscape
- Highways & Parking
- Other Considerations

Principle

The application proposes a change of use from a former glass factory to an ancillary facility in connection to the existing hotel complex which was originally granted permission under application PLA/20060770. The application site is located within the Countryside as defined by Policies SS 1 and SS 2 of the Core Strategy where by only a limited number of uses are considered to be acceptable in principle. The proposed use to be ancillary to the existing hotel is supported by policy SS 2 through the expansion of an existing business, providing recreation and tourism facilities and generating employment.

Policy SS 5 also supports tourist developments and, given the proposed ancillary function to the adjacent hotel, the proposed development would also be supported by policy SS 5.

Policy EC 2 of the Core Strategy supports the re-use of buildings in the countryside, subject to set requirements. The building would be used to supplement an existing business and given that no structural works are proposed, it is considered the building can be converted without

substantial rebuilding or extensions. Given the requirements are satisfied, policy EC 2 supports the principle of the development.

Policy EC 3 supports the expansion of existing businesses in the Countryside, where they are of an appropriate size and scale and would not result in a detrimental impact upon the character of the area. The proposed change of use is for a small area of approximately 37.5m2 whilst the application proposes no external alterations to the building. As such the proposed change, when viewed within the context of the surrounding area, is considered to be of a small scale and would not result in any detrimental impact regarding the existing character and appearance of the locality. As such, policy EC 3 also supports the proposed change of use.

Given the overall small size of the building (under 250sqm), policy EC 5 supports the small scale provision of retail developments. Although no retail provision has been explicitly proposed, it is considered that an ancillary retail function, to be used in conjunction with the wider hotel complex, would be acceptable in principle and supported by policy EC 5. Policy EC 7 mirrors the NPPF stance regarding the support for the expansion of existing businesses in rural locations, and as such would support the proposed ancillary function to the adjacent hotel complex which can be conditioned. As such policy EC 7 would support in principle the proposed change of use.

Policy CT 3 resists the loss of local facilities and services. Although no formal change of use has occurred in the application building, resulting in the building retaining its previous use as a glass factory, the application has been accompanied by marketing information showing the building has been actively marketed for 12 months with no prospective tenants forthcoming; (the marketing shall be assessed later in this report). As such, it should be noted that if a change of use had occurred in the premises, policy CT3 would have been satisfied and would support the change of use from a village shop.

Given the above policy support, the proposed change of use is considered to be acceptable in principle, subject to detailed considerations below.

Character and Appearance

The proposed development would see no physical alterations to the existing building, internally or externally. However, a change of use can result in an intensification of the use of the building or a visual impact in regards to the way it is occupied and the footfall it can generate.

The application proposes a change of use to purposes ancillary to the adjacent hotel complex, however it is considered that given its prominent position and west facing glazed fenestration, an active frontage would be beneficial to the streetscene, character and appearance of the locality and setting of the Listed Building. Although no definitive use has been proposed, as discussed on site with the applicant, some form of function room/facility, which could be made available to the wider public and would retain an active frontage, whilst serving an ancillary function to the hotel would be the most desirable use of the building. However, until the hotel is completed, the most effective use of the building is arbitrary as the needs and functions of the hotel are unknown at present.

It is considered, however, that certain ancillary uses would be inappropriate and would likely result in a detrimental impact on the streetscene, such as having the building used as additional guest accommodation would see the building closed off from the street with a dead frontage. As such, it is considered necessary to impose a condition not allowing for the building to be used as guest accommodation, instead allowing for a more communal use with wider public benefits to be explored.

Given the lack of any physical works and a condition restricting the future use of the building, it is considered that the proposed development would have an acceptable impact upon the character and appearance of the streetscene, the setting of the Listed Building and the wider Area of outstanding Natural Beauty. As such, the proposed development is considered to be in accordance with Policies EN 1, EN 2, EN 4, and EN 8 of the Core Strategy, the design guide and the wider aims of the NPPF, specifically Sections 12, 15 and 16 requiring good design and the preservation and enhancement of the natural and historic environments.

Amenity

The application proposes no physical alterations to the building or changes to the existing openings and as such, it is considered to have no detrimental impact regarding overbearing, overshadowing, loss of outlook or invasion of neighbouring property occupiers privacy. Furthermore, given the existing use of the building as a glass factory, a C1 use class is considered to be more appropriate for the neighbouring and adjoining uses. As such, the proposal is considered to be in accordance with policy EN 4 of the Core Strategy, the design guide and the wider aims of the NPPF.

Biodiversity and Landscape

The application proposes no ecological or biodiversity enhancements, however it is considered that given the small scale nature of the proposal and no resulting net loss of biodiversity from the change of use that the original net gain secured from the wider development of the site is still applicable. As such, the proposed development is considered to be in accordance with policy EN 9 of the Core Strategy and the wider aims of Section 15 of the NPPF.

Highways and Parking

The hotel complex is served by a large parking area adjacent to the application building and given the small area subject to this application and the proposed ancillary use, it is considered that sufficient parking is available on site to support the proposed development. Furthermore, access to the site is via the existing entrance to the wider site or from North Street and as such the proposal would make use of existing roads, and given the small scale of the development, would not result in any significant increase in traffic. As such, the proposal is considered to be in accordance with policies SS 6 and CT 6 of the Core strategy and wider aims of the NPPF.

Other considerations

A number of objections have been received in relation to the S106 agreement associated with a separate planning application. Although site histories constitute a material factor when determining planning applications, one plot of land is not bound by a planning consent, meaning one plot of land can be subject to multiple planning applications, irrespective of any extant permission. As such, irrespective of the outcome of this application, the applicants could continue to pursue a village shop if they wished or apply for a different use of the land.

Regarding the specifics of the S106 on the site, the wording of the relevant part states in Schedule Part 1, paragraph 1.5; "Until the development of the Village Shop is completed in all respects in accordance with the Application and is either open for trading or available for opening for trading, no more than fifteen of the Cottages or Barns shall be occupied." The proposed unit has been completed in excess of 12 months and has been marketed for 12 months with no forthcoming realistic interest, as such, in line with policy CT 3 of the Core strategy, the policy requirement for the loss of the village shop (which from a planning perspective never existed on the site as the use was not implemented) would be acceptable in principle. However, the unit has been made available for trading and marketed in line with

the wording of the S106 and the existing development is therefore not in breach of the S106 agreement.

Objections have been received in relation to the marketing of the unit however comments have been received from the economic and tourism team stating the proposed marketing has been carried out at a price which is considered to be appropriate for the size of the unit. Furthermore, it has been raised that by virtue of the small size of the unit, the village shop facility would not constitute an attractive proposition for prospective buyers. This has been corroborated by the marketing information supplied by the applicant, where no genuine interest has been recorded for a period of 12 months.

Although concerns have been raised in regard to the use of an estate agent not local to the area, most marketing and advertising is done online, and the site has been marketed on Rightmove, an internationally reaching site where by 2483 individuals looked at the advert online, and only 12 individuals followed up with an inquiry. Although use of a local estate agent would have been preferred, the LPA cannot dictate who an individual uses to market a premises, as no policy dictates such prerequisites, however, online advertising, email marketing and local display boards have been utilised in the same form as if a local estate agent had marketed the premises. As such, it is considered the applicants have undergone a comprehensive marketing of the unit although the marketing is non-material to the determination of this application.

Summary

In summary, whilst the concerns of the Parish Council and representations are noted and that they wish to see a shop delivered, Officers recognise that the retail environment has shifted significantly since the original grant of planning permission in 2008 such that online food shopping and deliveries from larger stores has made many smaller retail units such as this commercially unviable to operate. On the basis that the proposal accords with Development Plan policy Officers recommendation is one of approval as set out below.

RECOMMENDATION:

Approval subject to the following conditions

- 1) Three year standard time condition
- 2) The development shall be carried out with the submitted drawings
- 3) The development shall remain ancillary to the adjacent hotel
- 4) The development shall not be used as any form of accommodation

And any other conditions considered necessary by the Head of Planning.

Agenda Item 12

APPLICATIONS RECOMMENDED FOR A SITE INSPECTION

There are no recommended site inspections at the time of publication of this agenda.



APPEALS SECTION

(a) **NEW APPEALS**

ASHMANHAUGH - PF/19/0205 - Erection of single storey detached dwelling and detached double garage; Land South of Carousel, Stone Lane, Ashmanhaugh for Mr Pye

WRITTEN REPRESENTATIONS

HAPPISBURGH - PF/19/0461 - Revised position of mesh security fencing and gates (as approved in planning permission PF/18/1416) (Retrospective); Crop Systems Ltd, Whimpwell Green, Happisburgh for Crop System Ltd WRITTEN REPRESENTATIONS

LETHERINGSETT WITH GLANDFORD - PF/18/1980 - Erection of single-storey detached dwelling, garage, associated engineering works and change of use of agricultural land to form residential curtilage; Land off Thornage Road, Letheringsett for Mr Cozens-Hardy INFORMAL HEARING

MUNDESLEY - PF/19/0745 - Demolition of existing triple garage and erection of detached one and a half storey dwelling; 8 Heath Lane, Mundesley, Norwich, NR11 8JP for Mr Lees

WRITTEN REPRESENTATIONS

STIBBARD - PF/18/2340 - Conversion and extension of barn to create one unit of holiday accommodation; The Wain, Bells Lane, Stibbard, Fakenham, NR21 0EW for Ms Clarke

WRITTEN REPRESENTATIONS

(b) INQUIRIES AND HEARINGS - PROGRESS

DILHAM - ENF/18/0046 - Change of use from B1 to Sui Generis (Car repairs); Granary Works, Honing Road, Dilham, NORTH WALSHAM, NR28 9PR INFORMAL HEARING 04 February 2020

(c) WRITTEN REPRESENTATIONS APPEALS - IN HAND

BINHAM - PF/18/1524 - Proposed conversion of an agricultural barn to a dwelling; Westgate Barn, Warham Road, Binham, Fakenham, NR21 0DQ for Mr & Mrs Bruce

MELTON CONSTABLE - PF/19/0481 - Erection of two-bedroom dwelling following demolition of garage; Land to rear of 18 Briston Road, Melton Constable, NR24 2DA for Dial a Worker

NORTH WALSHAM - PU/19/0926 - Notification for prior approval for proposed change of use of agricultural building to 1 dwellinghouse (Class C3) and associated building operations; Southcroft, Yarmouth Road, North Walsham, NR28 9AX for Mr & Mrs Carter

OVERSTRAND - PF/18/1330 - Erection of two-storey dwelling; Land at Arden House, 5 Arden Close, Overstrand, Cromer, NR27 0PH for Mr & Mrs M Storer

RUNTON - ADV/19/0324 - Display of non-illuminated advertisement panel mounted on posts; Dormy House Hotel, Cromer Road, West Runton, Cromer, NR27 9QA for Mr Brundle

HAPPISBURGH - ENF/18/0069 - Land being used for siting a caravan for residential purposes; 17 Rollesby Way, Happisburgh

(d) APPEAL DECISIONS - RESULTS AND SUMMARIES

WELLS-NEXT-THE-SEA - PO/18/1281 - Erection of 4 no. dwellings (Outline Application re: Access); The Nurseries, Theatre Road, Wells-next-the-Sea, NR23 1DS for Norfolk Heritage Coastal Developments Ltd

APPEAL DECISION:- APPEAL DISMISSED

(e) <u>COURT CASES - PROGRESS AND RESULTS</u>

No change since previous report.