

SEA PALLING – PF/24/0362 - Householder planning application seeking: Single storey extension to dwelling (part retrospective) at St. Benedicts, Waxham Road, Sea Palling, Norwich NR12 0UX

Householder Development

Target Date: 16th April 2024

Extension of time: 5th July 2024

Case Officer: Mr Matthew Attewell

Full Planning Permission

RELEVANT SITE CONSTRAINTS

Norfolk Coast National Landscape: Formerly known as The Norfolk Coast Area of Outstanding Natural Beauty.

Article 4 Planning Restriction ref: ART4/00/29 & ART4/00/27.

Countryside

Undeveloped Coast.

Candidate County Geodiversity Site: Sea Palling Dunes.

County Wildlife Site: Marram Hills.

Flood Zone 2 & 3.

England Coast Path Coastal Margin.

Flood Warning Area.

Internal Drainage Boards Boundary.

Landscape Character Assessment: Coastal Plain Type.

Risk Surface Water Flooding 1 in 30.

Risk Surface Water Flooding with climate change

RELEVANT PLANNING HISTORY

IS1/23/2145: Single storey extension (retrospective) - advice given, 12th February 2024

PF/23/1475: Single storey extension to dwelling (part retrospective) - refused, 20th September 2023 for the following reasons:

In the opinion of the Local Plan Planning Authority due to its siting, length, height and scale, the proposed extension is a disproportionately large extension to the dwelling which would not be subservient to the existing dwelling resulting in harm to its character and appearance and which would materially increase the impact of the dwelling on the appearance of the surrounding countryside. This would result in harm to the character and appearance, valued features and qualities of the open Coastal Plain landscape within this part of the Norfolk Coast Area of Outstanding Natural Beauty. Furthermore, the four rooflights in the west elevation would increase light pollution from artificial light in an intrinsically dark landscape eroding its nocturnal character. The proposed development is therefore contrary to Policies HO 8, EN 1, EN 2, EN 3 and EN 4 of the adopted North Norfolk Core Strategy.

ENF/23/0103: Enforcement Enquiry – Erection of a front extension – pending consideration.

PF/05/0491: Erection of single-storey extension - approved, 3rd May 2005.

PF/04/0757: Retention of storage shed - approved, 17th June 2004.

PF/04/0173: Retention of gazebo and pergola and detached outbuilding - refused, 30th

March 2004.

PF/01/0657: Erection of sun lounge extension - approved, 11th June 2001

THE APPLICATION

This is a revision of the previously refused scheme under application ref. PF/23/1475, which sought the retention of a single storey extension to the southwest elevation. This was constructed to a bare shell which projected approximately 15 metres from the host dwelling, with an overall width of 6.5 metres and eaves height of 2.4 metres and ridge height of 4.9 meters.

The applicant has subsequently received pre application advice under IS1/23/2145, which revised the scheme by a reduction in the overall height of the extension to 4 metres and the eaves height to 2.4 metres. The pre application advice concluded that the following matters needed to be addressed:

- Confirmation of the intended use of the proposed development
- A better internal link between the host dwelling and the proposed extension
- A reduction in the rooflights proposed on the northwestern roof slope, in the interest of protecting the specific special qualities of the AONB
- The inclusion of a flood risk assessment

As now proposed the extension projects approximately 15 metres from the host dwelling, with an overall width of 6.5 metres, with an overall height of 4 metres and eaves height of 2.4 metres. The extension will be clad in larch boarding with a slate roof which matches the existing dwelling. Doors and windows will be traditional hardwood. In addition, an extensive landscaping scheme is proposed which includes a mixture of evergreens, perennials and heavy standard sized Holm Oak, Goat Willow and Swedish White Beam trees.

REASONS FOR REFERRAL TO COMMITTEE

At the request of Cllr. Harry Blathwayt due to the scale of the development and its suitability in a protected planning area – the Norfolk Coast National Landscape (AONB)

REPRESENTATIONS:

None received.

CONSULTATIONS:

Landscape (NNDC) – No objection – This revised application seeks to reduce the impact of the part-retrospective extension by: a) reducing the ridge height by 1.3m, b) removing the glazed openings on the south elevation c) use of larch cladding d) providing an indicative scheme of tree and shrub planting Taking all of these factors into account, it is considered that the landscape and visual impact of the development is sufficiently reduced, such that compliance with Core Strategy policies EN 1, EN 2, EN 3 and EN 4 is now achieved.

Conditions relating to full details of a soft landscaping, its implementation and replacement of and failure's are requested along with the requirement for details of any proposed external to be submitted and approved.

Sea Palling Parish Council – Object – Development is out of scale and character with anything else that is built along the dunes. It would also block the view across the dunes and coastal path and is in an Area of Outstanding Natural Beauty.”

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 above matters, approval of this application as recommended is considered to be justified, proportionate and in accordance with planning law.

CRIME AND DISORDER

The application raises no significant crime and disorder issues.

EQUALITY AND DIVERSITY ISSUES

The application raises no significant equality and diversity issues.

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.

RELEVANT POLICIES:

North Norfolk Core Strategy

SS 1 – Spatial Strategy for North Norfolk.

SS 2 – Development in the Countryside.

HO 8 – House Extensions and Replacement Dwellings in the Countryside.

EN 1 – Norfolk Coast Area of Outstanding Natural Beauty and The Broads.

EN 2 – Protection and Enhancement of Landscape and Settlement Character.

EN 3 – Undeveloped Coast.

EN 4 – Design.

EN 9 – Biodiversity & Geology.

EN 10 – Development and Flood Risk.

CT 5 – The Transport Impact of New Development.

CT 6 – Parking Provision.

Material Considerations

National Planning Policy Framework (NPPF):

Chapter 2 – Achieving sustainable development.

Chapter 4 – Decision making.

Chapter 12 – Achieving well designed and beautiful places.

Chapter 14 – Meeting the challenge of climate change, flooding, and coastal change.
Chapter 15 – Conserving & enhancing the natural environment.

Supplementary Planning Documents

North Norfolk Design Guide SPD (2008)

North Norfolk Landscape Character Assessment SPD (2021)

OFFICER ASSESSMENT

Site Description:

The dwelling is located approximately half a mile southeast of the coastal village of Sea Palling. It is within a small cluster of dwellings at the end of a track off the north side of Waxham Road and is adjacent to the dunes (Marram Hills) to the north, with the beach on their far side. A dwelling was previously being known as the Telegraph House on early Ordnance Survey maps.

The dwelling has been subject of previous applications for various additions and alterations, with case photos from PF/04/0757 showing at that time, a modest single storey chalet, with a slate tiled roof, cream rendered walls and a detached outbuilding.

The property is subject to an Article 4 Direction (ART4/00/29) dated 16th January 1957. This removed some classes of permitted development, including development within the curtilage of dwellinghouse (e.g. the enlargement, improvement, or other alteration).

The property has several additions which have not been subject of planning permission and that have not been demonstrated as being lawful through a lawful development certificate. These include a conservatory to the northwest side and an extension to the southeastern elevation. However, the key element in the consideration of this application is the extension to the southwestern elevation. It is demonstrated on the submitted existing plans, that prior to the construction of the extension there was an existing extension which projected 15.3 metres comprising a combination of a single storey section with a pitched roof partially attached to the rear of the dwelling, with a wider flat roof section attached to it.

The historic planning files show that only the pitched roof building which was approximately 7.3m long was permitted under application ref PF/04/0757. That permission was for a storage building approximately 5.9 metres long which was detached from the dwelling with a separation of 1.45 metres, which was removed and replaced with the current on site structure. It is assumed that it was attached at a later date. There is no permission for the flat roof section which is approximately 8.00 metres long. There were previously some garden structures (a gazebo and pergola) in this area shown on photos on the file for application PF/04/0173, which was refused. Photos on the file for PF/04/0757 show these structures largely in pieces within the garden. As such, and without evidence demonstrating the lawfulness of the flat roof section, little weight can be attached to them as part of the consideration of this application.

Main issues for consideration:

- 1. Whether the proposed development is acceptable in principle.**
- 2. The external appearance of the proposed extension**
- 3. The effect on the special qualities of the Norfolk Coast National Landscape.**
- 4. The effect on the living conditions of the occupiers of neighbouring dwellings**
- 5. The effect on highway safety**
- 6. Flood risk**

1. Principle

The site is within the area designated as Countryside under Policy SS 1 of the North Norfolk Core Strategy. Policy SS 2 sets out the types of development which can be acceptable in principle within this area. This includes extensions to existing dwellings. To be acceptable overall, a proposed development would also need to comply with all other relevant policies unless material considerations indicate otherwise, including Policy HO 8.

In terms of the scale, the proposed development would result in a large increase in the floor area, (approximately 62 sq.m) when compared to that of the existing dwelling. However, because of its design, it would now sit more sympathetically than the previously refused scheme. Furthermore, the proposed materials palette paired with the proposed landscaping details would result in an addition which it is considered would not materially increase the impact of the dwelling on the appearance of the surrounding countryside. With this and the lowered ridge line, it is considered that the proposal complies with Policies SS 2 & HO 8.

2. Appearance:

The design of proposals are considered against Policy EN 4, which amongst other matters requires all development to be designed to a high quality, reinforcing local distinctiveness, ensuring appropriate scale, and massing, whilst having regard to the North Norfolk Design Guide. Design which fails to have regard to local context and does not preserve or enhance the character and quality of an area will not be acceptable.

Paragraph 130 of the National Planning Policy Framework (NPPF), sets out that planning policies and decisions should ensure that developments will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change.

The proposed single storey extension whilst large in footprint, is considered subservient in its appearance. This is achieved with the eaves height being fractionally lower than the host dwelling, but also with the overall ridge sitting 1 metre lower than that of the existing dwelling. Further to this, the extension will be finished in larch cladding, which will provide a more natural finish that will weather into its environment.

With the above considerations, it is considered that the proposal complies with Policy EN 4.

3. Norfolk Coast National Landscape

Policy EN 1 of the Core Strategy sets out that the impact of individual proposals, and their cumulative effect on the Norfolk Coast National Landscape, formerly AONB, The Broads and their settings will be carefully considered.

Development will be permitted where it is appropriate to the economic, social, and environmental well-being of the area or is desirable for the understanding and enjoyment of the area; does not detract from the special qualities of the AONB or The Broads; and seeks to facilitate delivery of the AONB management plan objectives. Development proposals that would be significantly detrimental to the special qualities of the AONB or The Broads and their settings will not be permitted.

Policy EN 2 states that proposals for development should be informed by, and be sympathetic to, the distinctive character areas identified in the North Norfolk Landscape Character Assessment and features identified in relevant settlement character studies.

Development proposals should demonstrate that their location, scale, design, and materials will protect, conserve and, where possible, enhance the special qualities and local distinctiveness of the area (including its historical, biodiversity and cultural character), gaps between settlements, and their landscape setting, distinctive settlement character, the nocturnal character, and the setting of, and views from, Conservation Areas and Historic Parks and Gardens, amongst other things.

Policy EN 3 states that 'only development that can be demonstrated to require a coastal location and that will not be significantly detrimental to the open coastal character will be permitted'.

Paragraph 174 of the NPPF requires that planning policies and decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan)

Paragraph 176 requires that great weight should be given to conserving and enhancing landscape and scenic beauty in Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas and should be given great weight in National Parks and the Broads. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.

Paragraph 185 of the NPPF set out that planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:

“c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes, and nature conservation”.

Having regard to the above policies and national guidance, Officers consider that the use of horizontal larch cladding on the extension building, which is considered to be agrarian in its appearance, is considered to be acceptable. The key element of the scheme is the proposed implementation of a substantial landscaping scheme which includes the planting of a mixture of Holm Oak, Goat Willow, and Swedish White Beam. along the boundary with Jesmond Dene, with further planting to the southwest of the development, with established 4-5 metre high trees. This landscaping works will help to provide immediate filtering of the proposed extension in the views of it across the surrounding open landscape.

The special qualities of the AONB include the sense of remoteness, tranquillity, wildness and the dark night skies. The proposal includes a reduction in the number of rooflights from those originally proposed within the pre application advice given.

Overall, it is considered that the proposal is compliant with Policies EN 1, EN 2 and EN 3.

4. Living conditions

In terms of the impact of the proposed scheme, due to the proposal projecting away from the nearest property (The Walden) with the host dwelling between them, in relation to the overlooking, perception of overlooking or the overshadowing effect on the immediate neighbours, it is considered that the proposed development would not impact on this property. This can also be said for the impact of the proposed development on the property located further east along the coast (Jesmond Dene).

It is therefore considered that the proposed development would not result in any significantly harmful effect on the living conditions of the occupiers of nearby dwellings and that it complies with Policy EN 4.

5. Highways and Parking

The proposed development would increase the number of bedrooms in the property from three to four. Due to the size of the plot, it is considered that the proposal could provide adequate parking provision onsite which would accord with the Council's adopted parking standards in appendix C of the Core Strategy. The proposal would accord with Core Strategy Policies CT 5 and CT 6.

6. Flood Risk

The extension would be within Flood Zone 3, where development is restricted to compatible types of development. Due to the proposal being classed as minor development which includes householder development, it is acceptable in this respect. It therefore complies with Policy EN 10.

7. Other Considerations

It is understood that there is an ongoing land dispute in relation to the proposal. However, this matter is a civil issue and does not form part of the consideration under the Town and Country Planning Acts.

Planning Balance and Conclusion:

On balance, whilst it is acknowledged that the overall footprint of the proposal is large, due to the amendments to the scheme plus the extensive landscaping proposed as part of the development, it is, on balance, considered acceptable.

Approval is therefore recommended.

RECOMMENDATION

APPROVAL subject to conditions relating to the following matters:

- Time limit
- Approved plans
- Materials
- Occupancy restriction
- Landscaping
- Outdoor lighting

Final wording of conditions and any others considered necessary to be delegated to the Assistant Director – Planning