



Committee Report

Planning Committee North - 13 December 2022

Application no DC/21/2369/FUL

Location

73 Beccles Road
Bungay
Suffolk
NR35 1HT

Application type	Full Application
Applicant	Wendy and John Machon
Parish	Bungay
Proposal	Construction of new dwelling and associated works
Case Officer	Joe Blackmore 07887 454208 Joe.Blackmore@eastsoffolk.gov.uk

1. Summary

- 1.1 This application seeks planning permission for a new dwelling and associated works on land at 73 Beccles Road, Bungay. The application was considered by the Planning Committee in March 2022, with a decision deferred to enable officers to discuss an amended design with the applicant's agent. The proposal was amended by revised plans submitted in August 2022, and a full re-consultation has been undertaken on that amended scheme. The Town Council now recommend approval of the application, albeit with some comments on the detail for consideration. In response to the re-consultation, there have been no objections from any consultees. However, two third party representations of objection to the revised application have been received.
- 1.2 As set out in the considerations section of this report, the amended proposal accords with the Development Plan as an acceptable form of infill development and is recommended for approval.
- 1.3 The report and meeting minutes of the March 2022 Planning Committee (North) are available at the link:

2. Consultees

2.1 Response to Re-Consultation (24 August 2022 to 15 September 2022) on Amended Application.

Consultee	Date consulted	Date reply received
Bungay Town Council	24 August 2022	14 September 2022
<p>Summary of comments:</p> <p><i>“The Council discussed that the black cladding is not in keeping with other dwellings in the area and asked whether this could be considered by the planning officer. They also asked whether the building could match the red brick neighbours. They also raised questions about environmental aspects of the building and requested that the planning department ensure that attention is paid to proper insulation. They also were pleased to note that the glazing is to a high standard.</i></p> <p><i>Bungay Town Council unanimously agreed to recommend approval of the application.”</i></p> <p>And...</p> <p><i>“The Committee discussed the application after noting the further information supplied by the applicant and East Suffolk Council. Bungay Town Council suggested that the planning department consider the following issues:</i></p> <ul style="list-style-type: none"> <i>• That the redbrick and mortar is more in keeping with surrounding buildings and is an improvement on the previous design.</i> <i>• That it is specified that the driveway/landscaping have a permeable surface to reduce the risk of flooding.</i> <i>• Concerns about the height of the roof and whether this will be to domineering for the site.</i> <i>• There was a debate about the size of the building for the site</i> <i>• The Committee noted the further information of the previous cottages on the site.</i> <i>• That the development is within the countryside as per East Suffolk designation in the local plan.</i> <i>• That there is no separate environmental assessment to assess disturbance to bats/birds.</i> <i>• Is the property designed for life?</i> <i>• The Committee noted the environmental sustainability that had been included in the designs and offered suggestions on water capture, planting, and solar improvements.</i> <p><i>Bungay Town Council recommended approval of the application.”</i></p>		

Consultee	Date consulted	Date reply received
SCC Highways Department	24 August 2022	30 August 2022
<p>Summary of comments:</p> <p>No objections; conditions recommended.</p>		

Consultee	Date consulted	Date reply received
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East Suffolk Landscape Team	24 August 2022	06 September 2022
<p>Summary of comments:</p> <p><i>Previous comments from 12/07/21 apply - This site is tucked away from the road side and there are many trees and hedges screening the site from roadside and neighbours. Along the boundary and driveway to No. 69 is an existing Beech hedge with a couple of semi mature trees in the garden of No. 73 1 x Horse Chestnut, 1 x Sycamore 1 x small Oak and 1x young Beech, a young Copper Beech and young poor quality Larch.</i></p> <p><i>The young Beech, Copper Beech and Larch will need to be removed to allow this proposed development. The young Beech is very close to power lines, and the Copper Beech / Larch are located within the site close to proposed bungalow. These 3 trees have limited 'amenity value' and their loss would not be noticed within existing street scene. Whilst it is a shame to lose trees, in this instance there are many trees / hedges on site and within the adjacent properties. Drawing No. 2159.2a also show 7 new trees, with 4 being in the frontage of the site to replace these 3.</i></p> <p><i>No objection on tree grounds.</i></p>		

Consultee	Date consulted	Date reply received
Broads Authority	24 August 2022	31 August 2022
<p>Summary of comments:</p> <p><i>I write further to the above proposal. I can confirm that the Broads Authority does not have any comments to make regarding this consultation.</i></p>		

2.2 Response to Consultation on Previous Scheme (as considered at March 2022 Planning Committee North)

Consultee	Date consulted	Date reply received
Bungay Town Council	24 May 2021	11 June 2021
<p>Summary of comments:</p> <p><i>At the Bungay Town Council Planning, Environment & Highways Committee Meeting held on 10th June 2021 -</i></p> <p><i>It was proposed by AD, seconded by GH, and RESOLVED that these plans are recommended for REFUSAL with the following comments :</i></p> <ul style="list-style-type: none"> <i>o A healthy Beech tree is being cut down whereas this could be accommodated within the plans if the property was re-positioned on the site.</i> <i>o If the tree is cut down it should be replaced by a tree of equal quality.</i> <i>o There is no provision for an Electric Car Charging Point.</i> <i>o 5 houses already share this access point onto the highway and there is no pavement on this side of the road.</i> <i>o No details on the application as to how 'Green' the building is.</i> 		

- o The proposed building is out of character with the street scene and out of keeping with other properties.*
- o The proposed building is on the edge of the Flood Plain, which is not mentioned in the application, and this further development will exasperate the situation.*
- o The application says that the building is on Developed Land & a Brownfield site , which is not the case,*
- o Overdevelopment of the site.*

Consultee	Date consulted	Date reply received
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Consultee	Date consulted	Date reply received
Bungay Town Council	18 November 2021	9 December 2021

Summary of comments:

Bungay Town Council's previous comments stand

The proposed design is even less in-keeping with the surrounding than the previous submission and no considering have been made of the Town Council's comments

No evidence of flood amelioration in the design. The development is within 200 m of flood zone 2 of the EA's flood map and directly 359 m from the R Waveney.

Bungay Town Council would not support this application.

Consultee	Date consulted	Date reply received
Essex And Suffolk Water PLC	18 November 2021	

Summary of comments:

We have no objection to this development subject to compliance with our requirements, consent is given to the development on the condition that a water connection for the new dwelling is made onto our Company network for revenue purposes.

Consultee	Date consulted	Date reply received
East Suffolk Environmental Protection	18 November 2021	

Summary of comments:

The applicant has submitted a Land Contamination Questionnaire together with an internet environmental search, neither of which provide any reasons to suspect that contamination is present or needs to be considered any further. As such, based on the information submitted, it would appear that there needs to be no further assessment of contamination at this stage.

However, I would advise the LPA to apply a planning condition requiring the reporting of any potential contamination encountered during construction

Consultee	Date consulted	Date reply received
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SCC Highways Department	18 November 2021	23 November 2021
Summary of comments: No objections; conditions recommended.		

Consultee	Date consulted	Date reply received
East Suffolk Landscape Team	18 November 2021	30 November 2021

Summary of comments:

This site is tucked away from the road side and there are many trees and hedges screening the site from roadside and neighbours. Along the boundary and driveway to No. 69 is an existing Beech hedge with a couple of semi mature trees in the garden of No. 73 1 x Horse Chestnut, 1 x Sycamore 1 x small Oak and 1x young Beech, a young Copper Beech and young poor quality Larch. The young Beech, Copper Beech and Larch will need to be removed to allow this proposed development. The young Beech is very close to power lines, and the Copper Beech / Larch are located within the site close to proposed bungalow. These 3 trees have limited 'amenity value' and their loss would not be noticed within existing street scene.

Whilst it is a shame to lose trees, in this instance there are many trees / hedges on site and within the adjacent properties. Drawing No. 2159.2a also show 7 new trees, with 4 being in the frontage of the site to replace these 3.

3. Site notices

General Site Notice

Reason for site notice: New Dwelling

Date posted: 7 June 2021

Expiry date: 28 June 2021

4. Planning Policy and Policy Background

National Planning Policy Framework 2021 (NPPF)

WLP7.1 - Rural Settlement Hierarchy and Housing Growth (East Suffolk Council - Waveney Local Plan, Adopted March 2019)

WLP1.2 - Settlement Boundaries (East Suffolk Council - Waveney Local Plan, Adopted March 2019)

WLP8.7 - Small Scale Residential Development in the Countryside (East Suffolk Council - Waveney Local Plan, Adopted March 2019)

WLP8.21 - Sustainable Transport (East Suffolk Council - Waveney Local Plan, Adopted March 2019)

WLP8.29 - Design (East Suffolk Council - Waveney Local Plan, Adopted March 2019)

WLP8.33 - Residential Gardens and Urban Infilling (East Suffolk Council - Waveney Local Plan, Adopted March 2019)

WLP8.34 - Biodiversity and Geodiversity (East Suffolk Council - Waveney Local Plan, Adopted March 2019)

5. Site Description

- 5.1 73 Beccles Road is located to the north side of the road and comprises a large plot with extensive gardens to the rear (north) and side (southwest). The host dwelling is a modest bungalow of red brick dating from the early to mid-twentieth century. The site is accessed via a private drive off Beccles Road, and this drive serves a small group of dwellings on a curvilinear building line.
- 5.2 To the north of 73 Beccles Road is the boundary with the Broads Authority area. To the south of the site is an area of grassland used as a caravan site. To the east and west of the site are residential dwellings of a mixed character. The area has a pleasant, verdant character due to the well-established hedgerows and many mature trees – this vegetation provides a significant amount of screening whereby many of the properties accessed off the private drive are not visible from Beccles Road, at least during the summer months.
- 5.3 The Bungay settlement boundary (as drawn on the Local Plan policies maps) defines two separate - but closely related - areas. The site falls within that gap between the defined settlement boundaries and represents one of seven dwellings that are clustered together in that location. Whilst there is that clear break between the drawn settlement boundaries when read on a map, the experience of the site in its context is that it forms part of the residential area of the town, and it is really the undeveloped gap to the south of Beccles Road that has a more rural character and provides the clear legible gap between the defined settlement boundaries.
- 5.4 The site is sustainably located with a footway to the south side of Beccles Road allowing access on foot to both areas of Bungay to the east and west. Kents Lane to the south side of Beccles Road runs in a south easterly direction connecting with the B1062.

6. Proposed Development

- 6.1 The proposal would utilise the existing driveway for the bungalow at No.73. The proposed dwelling would be positioned to the southwest of the existing bungalow, with a staggered footprint and majority of the accommodation all at ground floor level. The attached double garage would provide two secure/covered parking spaces, in addition to the external parking/turning area serving both the proposed and existing dwelling.
- 6.2 Compared to the scheme considered in March, the proposal is now a chalet bungalow with a hipped roof and small box dormers. The maximum height of the proposed dwelling is not dissimilar from the height of the previous design; however, due to the steep hipped roof form and lower eaves, there is less mass at first floor level, and that results in a larger footprint with more of the accommodation at ground floor level. Proposed materials are now to be red brick, black cladding, and clay (grey) pantiles compared to previous use of

white render, larch boarding and standing seam steel roof. The overall design approach is generally simpler and of a more traditional form.

7. Third Party Representations

Third Party Representations on Amended Scheme (in response to re-consultation undertaken August 2022)

7.1 Two letters of objection that raise the following key concerns:

- Lack of ecological survey
- Lack of independent tree assessment
- Boundary markings on plan are incorrect
- Lack of information on surface water drainage
- Increase in traffic to and from the site
- The splay from the vehicle access is incorrect
- Noise and disturbance from the construction process
- New dwelling will be overbearing on No.69 and will overlook and overshadow this neighbouring property
- Windows will overlook No.69 and the existing caravan site
- The site is located in the countryside
- The proposal will be visible from Beccles Road and cause harm to the appearance of the area
- Trees and hedging to the south will not screen the development in winter months
- The proposed area to present wheelie bins is not available and use of it will block the driveway
- Plans show the applicant's own the shared driveway, which is incorrect
- New tree planting is unnecessary when there are trees on site
- Air source heat pump is too close to No.69
- The hedge on Beccles Road adjacent the Caravan site is not 900mm tall, it is 1100mm to 1700m tall
- The site access/egress is unsafe
- Accounting for climate change the site will be at risk of flooding

Third Party Representations on Scheme Considered by the Planning Committee in March 2022

7.2 One letter of objection that raised the following key concerns:

- The revised plans are not in keeping with the surrounding area (two double fronted bungalows dating from around 1930). The original plan was more sympathetic.
- This building design would be more suited to an individual plot and not nestled between two traditional brick and tile bungalows
- There is now three windows overlooking our property (front and back garden)
- The proposed building is very close to our boundary
- Our property is lower than the existing dwelling at 73 Beccles road and this new dwelling on the site has a higher roofline than both 69 and 73
- Our caravan park to the south of our property is used all year round and not used 'occasionally' as stated

- It would be more suitable for a bungalow (not chalet) to be planned for this site

8. Planning Considerations

- 8.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires decision taking to be in accordance with the Development Plan unless material considerations indicate otherwise. The key policies are listed in section four of this report.
- 8.2 For planning purposes, the site is in the countryside because it is outside the defined settlement boundaries for Bungay as detailed on the Local Plan policies maps. However, in general terms the site is very closely related to the Town and is sustainably located. The gap between the drawn settlement boundaries is more about the undeveloped open area to the south of Beccles Road, which forms an important gap between the two main built-up areas of the Town. Development of the proposed site would cause no coalescence between the two distinct areas of the town.
- 8.3 Policy WLP8.7 - Small Scale Residential Development in the Countryside sets out that small scale residential development in the Countryside of up to three dwellings will be permitted where:
- The site constitutes a clearly identifiable gap within a built-up area of a settlement within the Countryside;
 - There are existing residential properties on two sides of the site; and
 - The development does not extend further into the undeveloped Countryside than the existing extent of the built-up area surrounding the site.
- 8.4 The site falls within a cluster of seven dwellings that are in the 'countryside'; it represents a clearly identifiable gap within that group with residential properties on two sides; and this limited infill opportunity would not extend further into the undeveloped countryside than the existing extent of the built-up surrounding area. Accordingly, and although the site being a 'countryside' location is not all that obvious on-the-ground, it would meet the policy requirements of WLP8.7. The principle of development is therefore in accordance with the Local Plan.
- 8.5 The scheme has been amended following the deferral of a decision in March 2022. As noted, before, there is a change in levels with the dwelling at 69 Beccles Road on lower ground than the application site. There is also a prevailing character in the immediate context of quite low building heights, and the architect's response to that originally was a chalet style dwelling with mono-pitched roofs and a contemporary aesthetic. Members raised concerns with that design approach, reflecting on the traditional brick built bungalows to the east and west of the site, and considered that the form and appearance of the proposed dwelling was out of character with the context. The architect has re-designed the dwelling to be predominantly brick built, but with the gabled element and small box dormers being clad in black boarding. The roof would be covered in grey clay pantiles. The form is a simple hipped roof chalet bungalow with an attached double garage. This design is responsive to the immediate context and will fit in well with surrounding properties, both in terms of scale and appearance. The overall height is limited, and the dwelling will not appear overly large. The steep hipped roof and low eaves level means the proposal, compared to previous designs, has a more modest appearance, and will relate better to the adjacent bungalows.

The attached garage is a simple form, again with low eaves heights under a steep pyramidal roof.

8.6 As before, the layout of development essentially continues the curvilinear building line and represents a logical infill plot as part of the group. The existing dwelling at 73 would maintain a very large rear garden and the parking/turning area off a shared drive will function acceptably for both dwellings, new and old. It is acknowledged that the private garden area to the rear of the new dwelling would be limited, however the moderate area of garden to the front and side of it would provide attractive amenity space, even if not particularly private. Overall there is sufficient amenity space for future occupiers.

8.7 A key concern for officers was the tree loss associated with the proposed development. Specialist advice from the Arboriculture and Landscape Officer (following her site visit) clarified that:

“This site is tucked away from the road side and there are many trees and hedges screening the site from roadside and neighbours. Along the boundary and driveway to No. 69 is an existing Beech hedge with a couple of semi mature trees in the garden of No. 73 1 x Horse Chestnut, 1 x

Sycamore 1 x small Oak and 1x young Beech, a young Copper Beech and young poor quality Larch.

The young Beech, Copper Beech and Larch will need to be removed to allow this proposed development. The young Beech is very close to power lines, and the Copper Beech / Larch are located within the site close to proposed bungalow. These 3 trees have limited 'amenity value' and their loss would not be noticed within existing street scene.

Whilst it is a shame to lose trees, in this instance there are many trees / hedges on site and within the adjacent properties. Drawing No. 2159.2a also show 7 new trees, with 4 being in the frontage of the site to replace these 3.”

8.8 The loss of existing trees on site is something that could happen without consent being required from the LPA and, whilst unfortunate, there is no prospect of serving a Tree Preservation Order on those three trees given the feedback from the Arboriculture and Landscape Officer. The main boundary hedge and mature trees would be retained, and the well vegetated wider context would remain, partially screening the development but more importantly preserving the verdant character of the group. A planning condition would be necessary, however, to secure a site wide landscaping strategy inclusive of new tree planting. A further condition is necessary to secure the timely implementation of that landscaping, and its retention (and replanting where necessary) for a period of five years.

8.9 The immediate neighbour at No.69, along with a more distant neighbour at No.57, have objected to the proposed development, on several grounds that are summarised in paragraph 7.1 of this report.

8.10 In amenity terms, the amended design sees a chalet dwelling of appropriate scale that is acceptably located in terms of position relative to neighbouring dwellings. The neighbour at No.69 identifies some concern with overlooking from the two upper floor windows facing to the west/northwest. Officers share that concern and a condition restricting those windows to obscure glazed and non-opening is necessary to protect neighbour amenity. The upper floor south-east facing main window will look onto the front of the site and ensure adequate light and ventilation to the bedroom. The neighbour at No.69 has raised concern that this

window will permit overlooking of the caravan and motorhome site, to the south, that they also own. It is acknowledged there may potentially be a limited view from the south/southeast facing upper floor window onto this area. However, there is a lesser expectation of privacy for tourists staying on a caravan/camp site, and indeed at times when multiple guests are holidaying and staying at the site, there would be mutual overlooking between caravans and motorhomes due to the open nature of the site. Existing and retained vegetation on the southern edge of the application site will partially filter views meaning that overlooking will likely be limited. The neighbour at No.69 also has a garden area to the south side of their dwelling, however with the first floor bedroom window facing southeast it is very unlikely there would be any view of that garden area. Concerns have also been raised that the proposed bungalow and garage are to be built right up to the boundary with No.69 and that this will be an overbearing form of development, causing a loss of light and harming the enjoyment of the garden area. However, at the closest point, the new dwelling would be approximately 9 metres from the east side wall of No.69, and 3 metres away from the side boundary. The garage would be approximately 1.5 metres away from the north-western side boundary. At these separation distances, in combination with the low eaves height of the dwelling and garage, officers consider there would not likely be significant amenity impact on No.69.

- 8.11 Given the fairly narrow width of the private drive, it would be necessary to require a concise construction management plan by condition, particularly to ensure that contractor vehicles and deliveries are properly managed, along with any storage of materials – this should all take place within the site or land at No.73 to reduce any disruption during the construction phase. Concerns from the owners/occupiers of No.69 around use of the private drive is civil matter, rather than a planning matter.
- 8.12 For the reasons set out, the design, layout, and amenity aspects of the proposed development are all acceptable in accordance with WLP8.29 (Design).
- 8.13 A local resident has raised concerns about flood risk. However, this site is located within a low-risk flood area (flood zone one) and the proposed dwelling is a sufficient distance (over 20 metres) from a main river to the west whereby there is no requirement to consult the Environment Agency or seek a site-specific Flood Risk Assessment. There is no conflict with policy WLP8.24 (Flood Risk). On a single dwelling proposal outside of any critical drainage area or surface water designation, there is no planning requirement for a detailed surface water drainage strategy, and this would fall under building regulations approval.
- 8.14 The site utilises the existing vehicle access off Beccles Road which has good visibility in both directions. The proposal will provide adequate parking for both the new and existing dwellings, along with areas to manoeuvre vehicles on site. The proposal would result in a minor intensification of the use of an existing access and is not likely to result in any adverse highways safety impact. The County Highways Authority have considered the scheme and raise no objections, but recommend conditions including:
- Area within the site for manoeuvring and parking of vehicles to be provided prior to occupation of the new dwelling, and those area retained and used only for that purpose.
 - Details of electric vehicle charging points to be submitted and approved by the LPA.
 - Bin presentation and storage area to be provided before occupation of the new dwelling and retained for that purpose.

- 8.15 Officers agree with those conditions which are necessary and proportionate. The EV charging point details by condition will address one of the points raised by the Town Council.
- 8.16 In terms of bin presentation, it appears as though existing residents leave their bins adjacent the access from Beccles Road. The area shown on the proposed plan for potential bin presentation is not necessarily ideal due to it being a slightly raised grassed area. It may be suitable, but if not then future occupiers of the dwelling will need to also present their bins for collection at a sensible point adjacent it, back from the access off Beccles Road. There is sufficient width in the drive to do to this, and bins being presented in this manner is a fairly typical arrangement for residential properties. The addition of a single new dwelling is unlikely to create a highways safety concern through additional waste receptacles blocking the highway or limiting visibility for motorists trying to enter the main highway.
- 8.17 With conditions applied there are no highways safety or sustainable transport issues, and the scheme accords with WLP8.21 of the Local Plan.
- 8.18 The site falls outside of the Conservation Area and there are no designated heritage assets such as listed buildings affected by this scheme. Accordingly, there are no heritage considerations relevant to the proposal.
- 8.19 The site falls outside the Zone of Influence of any protected Habitats Sites; therefore, a Suffolk (Coast) RAMS contribution is not required, and it is not necessary to undertake an Appropriate Assessment of the scheme.
- 8.20 Whilst there is no reason to suspect any ecological harm arising from the development, officers recommend two standard conditions: first, that any tree/vegetation removal takes place outside of bird nesting season; and second, that prior to the felling of any trees on site, a survey for bat roost potential should be undertaken by a suitably qualified ecologist, with any mitigation measures identified as necessary as a result of this survey being implemented. With these conditions the proposal would meet the ecology and biodiversity objectives of the WLP8.34.

9. Conclusion

- 9.1 The principle of development is supported by the Local Plan, and the amended design is acceptable for the site. The scheme accords with the Development Plan and there are no other material considerations that would indicate for a decision other than approval. The proposal would make more efficient use of the land and represents a limited infill opportunity in a location well-related to the town. The single dwelling contribution to housing supply is a modest benefit. Future residents will also spend in the local economy and in the short-term some construction jobs would be created; these are modest economic benefits of the proposal that add further weight to a recommendation of approval.

10. Recommendation

- 10.1 Approve with conditions summarised in section 11, below.

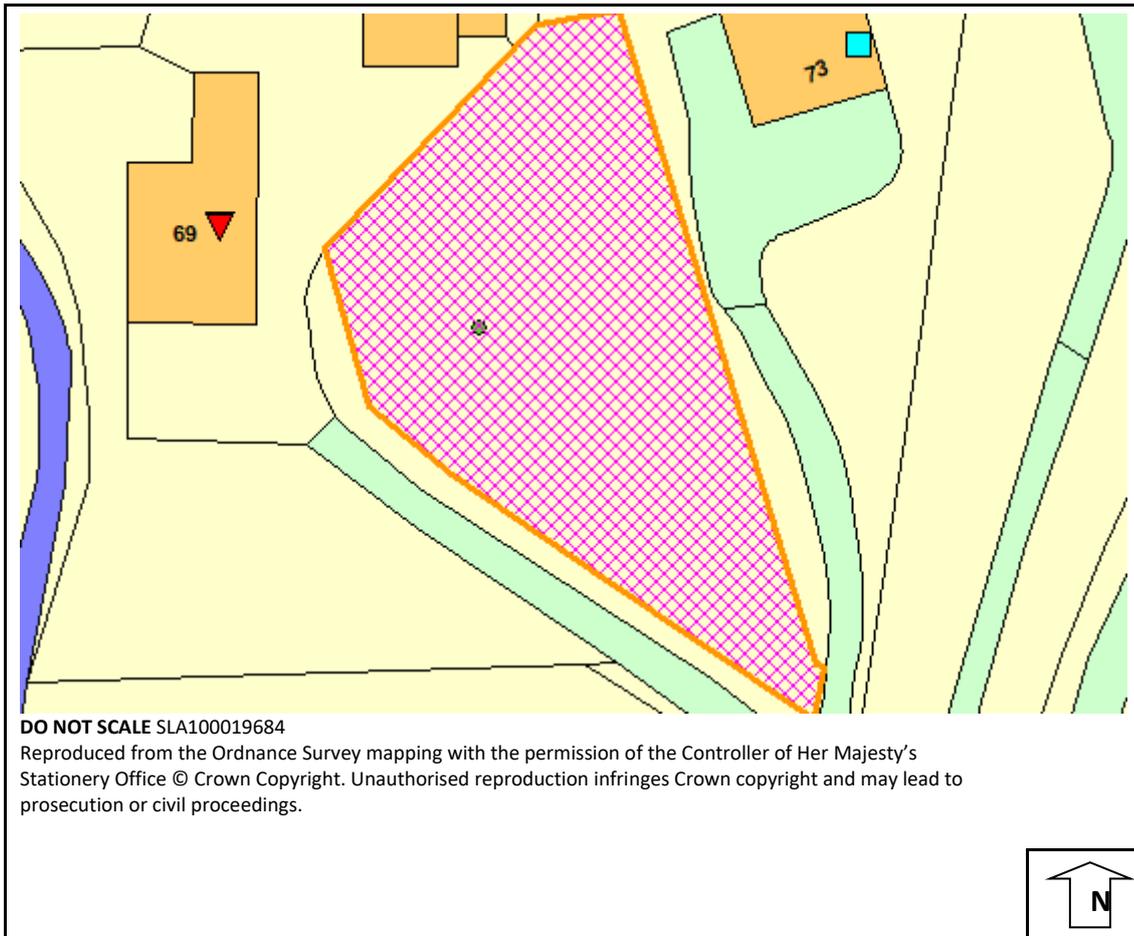
11. Conditions (summarised)

1. Three-year time limit.
2. Development in accordance with approved plans.
3. Materials/finishes to be submitted and agreed.
4. Area within the site for manoeuvring and parking of vehicles to be provided prior to occupation of the new dwelling, and those area retained and used only for that purpose.
5. Details of electric vehicle charging points to be submitted and approved by the LPA.
6. Bin presentation and storage area to be provided before occupation of the new dwelling and retained for that purpose.
7. Scheme of hard and soft landscaping to be submitted and approved pre-commencement.
8. Landscaping implemented at first available planting season and maintained for five years.
9. West facing bedroom windows to be obscure glazed and non-opening.
10. Standard condition requiring action if unexpected contamination encountered.
11. Construction management plan to be submitted, approved, and then adhered to.
12. Tree/vegetation removal to take place outside bird nesting season.
13. Prior to the felling of any trees a survey for bat roost potential to be undertaken by a suitably qualified ecologist. Any mitigation measures identified to be implemented.

12. Background Papers

See application reference DC/21/2369/FUL on [Public Access](#)

Map



Key

-  Notified, no comments received
-  Objection
-  Representation
-  Support