

MID SUFFOLK DISTRICT COUNCIL  
DEVELOPMENT CONTROL COMMITTEE - 12 October 2016

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<b>AGENDA ITEM NO</b>	3
<b>APPLICATION NO</b>	2902/16
<b>PROPOSAL</b>	Erection of extension to the rear elevation, to provide additional dining and café space. Alteration to rear projection.
<b>SITE LOCATION</b>	Rampant Horse Inn, Coddenham Road, Needham Market IP6 8AU
<b>SITE AREA (Ha)</b>	0.08
<b>APPLICANT</b>	Mr Williamson
<b>RECEIVED</b>	June 30, 2016
<b>EXPIRY DATE</b>	September 20, 2016

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### **REASONS FOR REFERENCE TO COMMITTEE**

The application is referred to committee for the following reason :

(1) a Member of the Council has requested that the application is determined by the appropriate Committee and the request has been made in accordance with the Planning Code of Practice or such other protocol / procedure adopted by the Council. The Members reasoning is included in the agenda bundle.

### **PRE-APPLICATION ADVICE**

1. The applicant contacted the MSDC Heritage Officer and the development of the site was discussed. Preliminary discussions suggested that the proposals would be acceptable in principle in heritage terms.

### **SITE AND SURROUNDINGS**

2. The application site is located within the built-up area in the centre of Needham Market. This area is characterised by various uses, with residential dwellings interspersed with commercial properties. The Needham Market Conservation Area Appraisal identifies the town as a "linear town that has grown up along a through road". The application site relates to the Rampant Horse Public House which remains commercially active, associated garden and car parking area and other land partly former garden area previously part of No. 1 Coddenham Road. The proposed development is to be served by the existing access from Quinton's Court. The Rampant Horse is a listed building that lies within the Needham Market Conservation Area. The adjacent building to the south-east, no's 1-7 Coddenham Road, are also listed. The Grade II listed premises is prominently positioned, on a corner plot at the

intersection of Coddensham Road and Station Yard, and is visible from the High Street. It is positioned within a generous plot at the entrance to Station Yard which hosts the Victorian station building.

### HISTORY

3. The planning history relevant to the application site is:

- 2613/07/LB Retention of new signage x4 and two Refused  
lanterns. Also refurbish existing 11/09/2008  
floodlights and re-paint lettering.
- 2290/07 Retention of exterior static advertising, Refused  
signage and lighting. 22/02/2008
- 0212/00/LB AFFIX 2 NO. CAST ALUMINIUM Granted  
COMMEMORATIVE PLAQUES TO 31/10/2000  
FRONT ELEVATION.
- 0154/00/LB CONSTRUCTION OF ACCESS DOOR Granted  
TO ROOFSpace. 25/08/2000
- 0103/00/LB ALTERATIONS INCLUDING; REMOVAL Withdrawn  
OF CONCRETE GABLE COPINGS TO 04/07/2000  
FRONT AND TRACKSIDE  
ELEVATIONS AND CONSTRUCTION  
OF NEW DUTCH GABLES; REMOVAL  
OF BRICK PARAPET AND BACK  
GUTTERS AND CONSTRUCTION OF  
NEW PARAPET WALLS WITH  
LIMESTONE CORNICES INCLUDING  
NEW AND IMPROVED BACK GUTTER  
DETAILING; CONSTRUCT NEW  
COPPER-CLAD OGEE CUPOLA  
ROOFS WITH DECORATIVE FINIALS.
- 0062/00/LB INTERNAL ALTERATIONS AND Granted  
REPAIRS. 14/04/2000
- 0009/00/LB ALTERATIONS TO FORM NEW Granted  
TIMBER/GLAZED LOBBY UNDER 14/06/2000  
EXISTING PITCHED ROOF AND FIT  
NEW DOOR. INTERNAL  
ALTERATIONS INCLUDING:  
ERECTION OF NEW STUD WALL;  
REMOVAL OF EXISTING LOBBY  
WALLS; RE-MODEL BAR SERVERY;  
CLOSE OFF EXISTING DOOR (SCREW  
TO FRAME).
- 0273/97/ CREATION OF NEW BEER GARDEN Granted  
AND LAYOUT OF NEW CAR PARKING 23/05/1997  
AREA.
- 0004/94/A RETENTION OF EXTERNALLY  
ILLUMINATED WALLBOARD SIGNS 16/08/1994

ON SOUTH AND WEST ELEVATIONS.  
 0036/94/LB RETENTION OF TWO EXTERNALLY Granted  
 ILLUMINATED WALLBOARD SIGNS; 16/08/1994  
 ONE NON-ILLUMINATED WALLBOARD  
 SIGN AND COACH LAMP ALL AFFIXED  
 TO THE BUILDING.

### PROPOSAL

4. This application seeks full planning permission for the extension of and alteration to the listed public house. The proposal includes plans to convert the existing seating area and store to provide a café with associated dining area. The proposal would retain the historic framing to the rear wall whilst inserting a first floor and raising the roof. The greatest extent of the works is to take place at the north-eastern end of the complex, where the existing single-storey double garage is to be demolished and replaced with a two storey extension, designed with a similar appearance to the existing barn-like rear extension that attaches the garages to the main pub. The works require an extension of the premises curtilage, severing the residential garden of No. 1 Coddenham Road to allow for extension of the existing commercial premises. These works include the change of use of this land from residential to form part of the kitchen to the new café.

Minor internal alterations and reconfiguration are also proposed within the main building to allow for improved functional space, including the rearrangement of the existing kitchen and toilets, removal of modern partitions and new openings for access.

### POLICY

5. **Planning Policy Guidance**

See Appendix below.

### CONSULTATIONS

6. **Needham Market Town Council** - The Town Council initially supported the application but is aware now the extent of proposed development includes the garden of the residential property 1 Coddenham Road. The Town Council now recommends the Planning Authority rejects the application for the following reasons:
1. The spread of the proposed business development onto the garden land of the residential property 1 Coddenham Road is inappropriate.
  2. The proposed development includes the installation of a large industrial extractor which would be located in close proximity to neighbouring residential properties causing substantial noise and air pollution.

3. The proposal includes windows which would be in close proximity to the boundary of 1 Coddendam Road and thereby significantly impacts on the privacy of neighbouring residential properties, resulting in loss of amenity and the demise of neighbouring residents rights to reasonable enjoyment of their property.

**MSDC Environmental Health Officer [Health, Noise, Odour & Other Issues]** - The Environmental Health Officer had no objection to the proposed development however recommended the inclusion of appropriate conditions.

**Fire Service HQ - County Fire Officer** - Advice was offered by the Water Officer regarding access and fire-fighting facilities.

**MSDC Heritage Team** - The Heritage Team considers that the proposal would cause no harm to any designated heritage asset, because the effect on the host building, on the character and appearance of the conservation area, and on the setting and significance of the adjacent listed building are all considered acceptable. Specific conditions were recommended. No objection.

**MSDC Environmental Health Officer [Land Contamination]** - The Environmental Health Office raised no objections with respect to land contamination. It was only requested that the team were contacted in the event of unexpected ground conditions being encountered during construction and that the developer is made aware that the responsibility for the safe development of the site lies with them.

**Historic England** - No comments received.

### **LOCAL AND THIRD PARTY REPRESENTATIONS**

7. This is a summary of the representations received.
  - Residential Amenity
  - Loss of Privacy
  - Impact on Heritage Asset
  - Impact on Conservation Area

### **ASSESSMENT**

8. There are a number of considerations which will be addressed as follows:
  - Principle of Development
  - Design and Layout
  - Heritage
  - Residential Amenity

- Biodiversity

#### Details of Amended Plans and Negotiations

The application was subject to receipt of amended plans or other additional documents during the course of determination. Following negotiations the amended plan Proposed Elevations & Floor Plans [Drawing No. 16-015-203 C] received 19/09/2016 superseded the original submission of the same title [Drawing No. 16-015-203] received 30/06/2016. Various issues were raised which this addressed.

#### PRINCIPLE OF DEVELOPMENT

##### National Planning Policy Framework

The National Planning Policy Framework (NPPF) was published on 27th March 2012. It provides the NPPF "does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise".

The National Planning Policy Framework came into full effect on 27th March 2012. Paragraph 215 of the NPPF provides that "due weight should be given to relevant policies in existing plans (including Local Plans) according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater weight that may be given)". The relevant Local Plan policies set out above are considered to be consistent with paragraph 14, 17, 57, 58, 61 and 64 of the NPPF.

##### Development Plan

The principle of the alteration and extension of a commercial premises is considered to be acceptable, subject to detailed compliance with Policies GP1, HB1, HB3, HB4, HB8, H16, E8, E12, T9, T10 and CL8 of the saved Mid Suffolk Local Plan (1998), Policy CS5 of the Core Strategy (2008) and Policies FC1 and FC1.1 of the Core Strategy Focused Review (2012) and other considerations.

##### Design and Layout

Policy GP1 requires all new development proposals to maintain or enhance the appearance of their surroundings in terms of scale, form, detailed design and construction materials for the location.

The design of the two storey element is considered to reflect the

character and appearance of the existing barn-style structure that currently links the listed building to the existing double garage. The single storey lean-to rear extension reflects that characteristically typical offshoot of a commercial premises. The internal re-arrangement of the listed building is considered to be of a design and scale that does not diminish the character of the building or the surroundings. Taking all of these factors on board, the Mid Suffolk District Council's current policy and the NPPF position on this matter it is considered that, under these particular circumstances the principle of commercial development is not considered unacceptable.

### Sustainability

The site is located within the settlement of Needham Market, as defined by Policy CS1 of the Mid Suffolk Core Strategy as a Town. These settlements are where development, including retail and employment opportunities will be directed, ensuring the support of existing communities and contribution of jobs.

Policy E8 suggests extensions to existing commercial premises will normally receive favourable consideration provided that the development relates to the character and appearance of its surroundings and would not conflict unduly with neighbouring residential amenity.

The addition of these facilities will contribute to the mixture and vibrancy of Needham Market high street, offering facilities within a reasonable walking distance accessible to the local population, without the need for the reliance on the private car. The application states that the number of the employees will be doubled. The full-time employees are proposed to increase from 3 to 6 and part-time from 2 to 4. These additional jobs are a considerable benefit to the local economy.

The café will create a viable use for a relatively underused barn in a prime location in the town. The project will provide a much needed new larger kitchen that will be shared by the pub and café.

### Heritage

Section 12 of the NPPF states the Local Planning Authority, when determining applications should take account of the desirability of sustaining and enhancing the significance of heritage assets, their positive contribution to the economic viability of communities and their character and distinctiveness. Any alterations should not detract from the architectural or historic character of the building and its setting.

Paragraph 131 of the NPPF suggests that Local Planning Authorities

should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. Consideration should be given to the positive contribution they can make to sustainable communities including their economic viability.

Any alterations should not detract from the architectural or historic character of the building and its setting. Policies HB1, HB3 and HB4 place high priority on protecting the character and appearance of buildings of architectural and historic interest, alterations will only be permitted where high standards of design, detailing, materials and construction are met and that proposed extensions will not dominate the original building by virtue of siting, size, scale and materials. HB8 states that development should conserve or enhance the character and appearance of the Conservation Area. Core Strategy policy CS5 requires all development to maintain and enhance the historic environment.

Official comments received from the Heritage Team address three key aspects that the development may influence; the host listed building itself, the character and appearance of the conservation area and the setting and significance of the adjacent properties.

The Heritage Officer's assessment considered the overall impact on both the host building and the character and appearance of the Conservation Area to be acceptable. The proposal is considered to cause no harm to a designated heritage asset. The works are considered acceptable as they will enhance and maintain the significance of the heritage asset.

Whilst considering the effect of the works on the setting of the adjacent listed building to the south-east, no's 1-7 Coddendam Road, the Heritage Officer discerned the significance of the building lies principally in its surviving plan-form. The former hall-house, in terms of its setting is considered to contribute, with its prominent roadside position, however the rear garden reflects the subdivision into a number of individual properties. To the rear there is now little sense of the individual property having once been in single ownership, and as such offers limited contribution to the significance of the designated heritage asset. The proposal is not considered to harm the already diminished significance of 1-7 Coddendam Road.

It is accepted that the provision of these works would impact the character and appearance of the listed building, and the Conservation Area, however this is not considered to outweigh the public benefit. Heritage Officer comments concur with the opinion that this proposal would be acceptable and the newly introduced form is considered to cause less than substantial harm.

### Residential Amenity

Careful consideration has been given to the detailed design of the proposal with regard to the impact upon residential amenity. The application is seeking a two storey extension to the moderately sized plot, where there is opportunity to design out potentially unacceptable amenity issues.

Policy H16 emphasises the importance of protecting existing residential amenity. Alterations should conserve or enhance their surroundings by nature of the design, form and scale.

It is noted the properties to the south-east of the site (3-7 Coddendam Road) would be within relatively close proximity to the proposed rear extension. However, given the current context, with the active public house already providing high level activity, the proposal is merely offering an extension to this. The nature of the site is not to encounter a significant change and its relationship to the surroundings is to remain much the same. As such, the amenity of the occupants of the surrounding residential properties is not considered to be adversely affected by the proposal, to such unacceptable extent to warrant refusal for this reason.

The original submission saw the main access to the rear of the new extension, which raised concern over noise, access and visual intrusion. The amended scheme has provided mitigation for these concerns with access now proposed to the north eastern elevation, directly from the car park. High level windows have also replaced those originally proposed and avoid intrusive overlooking.

The revised design is considered to address the degree of harm, initially resulting and is now not unacceptable to consider refusal.

### Biodiversity

The application site is previously developed land and established informal garden. There are no records of protected species in the vicinity of the application site. Furthermore the proposal is for the construction of an extension; works which will not include the loss of any potential habitats, as such the proposal is not considered to risk harm to protected species.

A Bat and Owl Survey accompanied the application. No evidence of either species was found, and a European Protected Species Licence is not required for this project.

### Conclusion



The proposed re-development of this site is not considered to diminish its contribution to the designated heritage asset, the setting of the adjacent listed buildings or the wider Needham Market Conservation Area. The development results in a seemingly natural evolution of development in this sensitive location. Paragraph 134 of the NPPF states that "harm should be weighed against the public benefit". The limited harm identified are considered against the public benefit of the contribution to the local economy. Increasing the accessibility to local services, and provision of increased employment opportunities is considered to represent a sustainable form of development, as such the principle of the proposed development is concluded to be acceptable.

### **RECOMMENDATION**

**That Full Planning Permission be granted subject to the following conditions:**

- **Standard time limit**
- **Approved Plans**
- **Suitable ventilation and filtration equipment (including noise assessment)**

Philip Isbell  
Professional Lead - Growth & Sustainable Planning

Lindsey Wright  
Planning Officer

### **APPENDIX A - PLANNING POLICIES**

#### **1. Mid Suffolk Core Strategy Development Plan Document and the Core Strategy Focused Review**

**CSFR-FC1 - PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**  
**CSFR-FC1.1 - MID SUFFOLK APPROACH TO DELIVERING SUSTAINABLE DEVELOPMENT**  
**Cor5 - CS5 Mid Suffolks Environment**

#### **2. Mid Suffolk Local Plan**

**GP1 - DESIGN AND LAYOUT OF DEVELOPMENT**  
**HB8 - SAFEGUARDING THE CHARACTER OF CONSERVATION AREAS**  
**HB1 - PROTECTION OF HISTORIC BUILDINGS**  
**HB9 - CONTROLLING DEMOLITION IN CONSERVATION AREAS**  
**H17 - KEEPING RESIDENTIAL DEVELOPMENT AWAY FROM POLLUTION**

#### **3. Planning Policy Statements, Circulars & Other policy**

**NPPF - National Planning Policy Framework**

**APPENDIX B - NEIGHBOUR REPRESENTATIONS**

Letters of representation have been received from a total of **9** interested parties.

The following people **objected** to the application

[Redacted]

The following people **supported** the application:

The following people **commented** on the application:

[Redacted]