

Planning Committee

Agenda

Members of the Planning Committee

Cllr S Lawn (Chairman)	Cllr J M Ward (Vice Chairman)
Cllr A D Adams	Cllr C Karimi-Ghovanlou
Cllr S C Beadle	Cllr I N Moncur
Cllr N J Brennan	Cllr S M Prutton
Cllr J F Fisher	Cllr S Riley
Cllr R R Foulger	

Substitute pools – trained Councillors listed below

Conservative

Cllr S M Clancy
Cllr J K Copplestone
Cllr A D Crotch
Cllr R M Grattan
Cllr K S Kelly
Cllr D King
Cllr K G Leggett
Cllr T M Mancini-Boyle
Cllr M L Murrell
Cllr G K Nurden
Cllr C E Ryman-Tubb
Cllr M D Snowling
Cllr J L Thomas
Cllr K A Vincent
Cllr S A Vincent
Cllr S C Walker
Cllr F Whymark

Liberal Democrat

Cllr D J Britcher
Cllr S J Catchpole
Cllr D G Harrison
Cllr S I Holland
Cllr K E Lawrence **
Cllr J A Neesam
Cllr L A Starling
Cllr D M Thomas

** Not trained

If any Member wishes to clarify details relating to any matter on the agenda they are requested to contact the relevant Area Planning Manager, Assistant Director Planning or the Assistant Director Governance & Business Support (Monitoring Officer) prior to the meeting.

Date

Wednesday 24 February 2021

Time

9.30am

Place

To be held remotely

Contact

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Council
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@BDCDemServices

In light of Government guidance, there is restricted public access to the Council offices.

PUBLIC ATTENDANCE – This meeting will be live streamed for public viewing via the following link:
<https://www.youtube.com/channel/UCZciRgwo84-iPyRlmsTCIng>

PUBLIC SPEAKING – You may register to speak by emailing us at
committee.services@broadland.gov.uk no later than 3pm on Friday 19 February 2021

A G E N D A

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Trevor Holden
Managing Director

DECLARATIONS OF INTEREST AT MEETINGS

When declaring an interest at a meeting Members are asked to indicate whether their interest in the matter is pecuniary, or if the matter relates to, or affects a pecuniary interest they have, or if it is another type of interest. Members are required to identify the nature of the interest and the agenda item to which it relates. In the case of other interests, the member may speak and vote. If it is a pecuniary interest, the member must withdraw from the meeting when it is discussed. If it affects or relates to a pecuniary interest the member has, they have the right to make representations to the meeting as a member of the public but must then withdraw from the meeting. Members are also requested when appropriate to make any declarations under the Code of Practice on Planning and Judicial matters.

Have you declared the interest in the register of interests as a pecuniary interest? If Yes, you will need to withdraw from the room when it is discussed.

Does the interest directly:

1. Affect yours, or your spouse / partner's financial position?
2. Relate to the determining of any approval, consent, licence, permission or registration in relation to you or your spouse / partner?
3. Relate to a contract you, or your spouse / partner have with the Council
4. Affect land you or your spouse / partner own
5. Affect a company that you or your partner own, or have a shareholding in

If the answer is "yes" to any of the above, it is likely to be pecuniary.

Please refer to the guidance given on declaring pecuniary interests in the register of interest forms. If you have a pecuniary interest, you will need to inform the meeting and then withdraw from the room when it is discussed. If it has not been previously declared, you will also need to notify the Monitoring Officer within 28 days.

Does the interest indirectly affect or relate any pecuniary interest you have already declared, or an interest you have identified at 1-5 above?

If yes, you need to inform the meeting. When it is discussed, you will have the right to make representations to the meeting as a member of the public, but must then withdraw from the meeting.

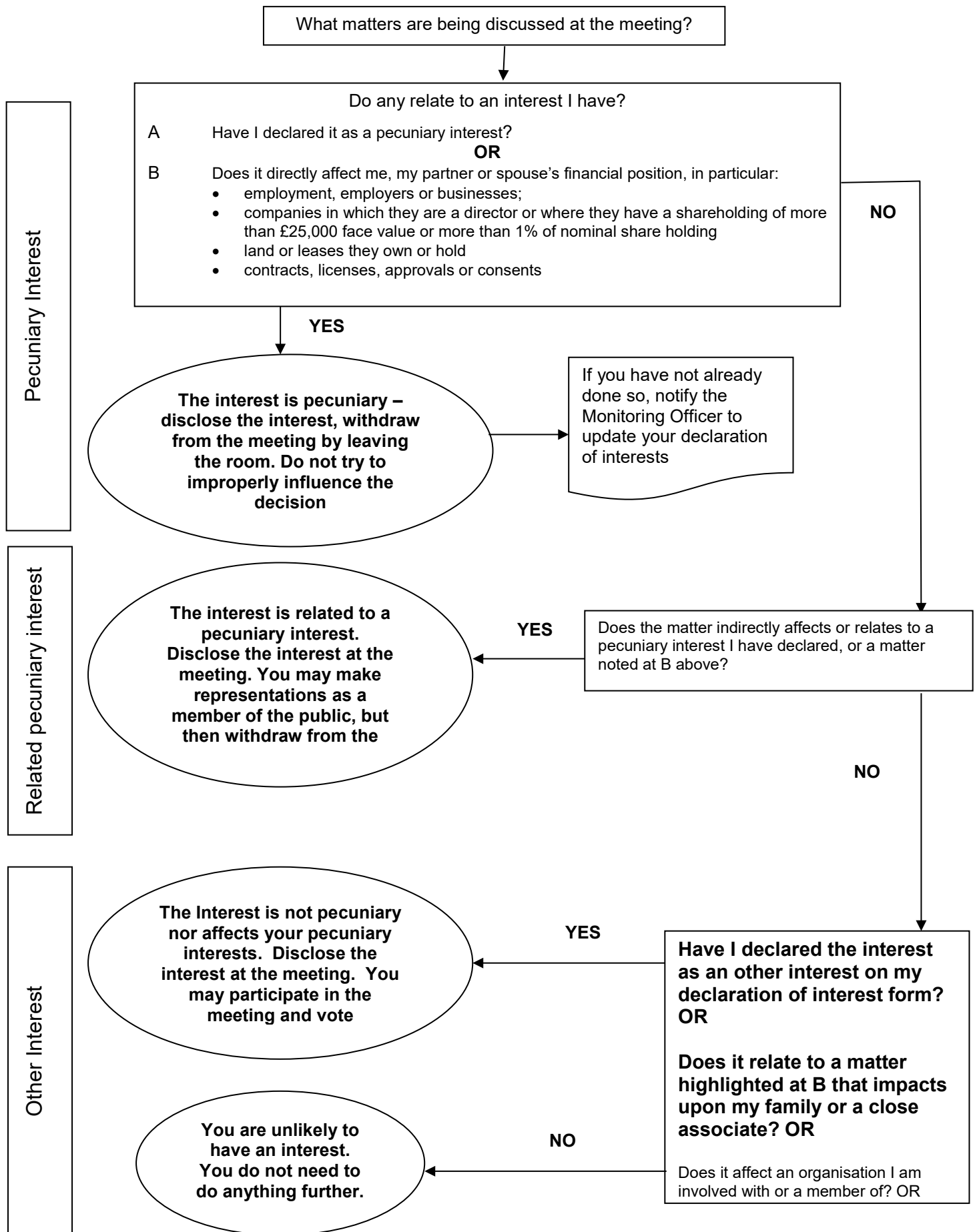
Is the interest not related to any of the above? If so, it is likely to be another interest. You will need to declare the interest, but may participate in discussion and voting on the item.

Have you made any statements or undertaken any actions that would indicate that you have a closed mind on a matter under discussion? If so, you may be predetermined on the issue; you will need to inform the meeting, and when it is discussed, you will have the right to make representations to the meeting as a member of the public, but must then withdraw from the meeting.

FOR GUIDANCE REFER TO THE FLOWCHART OVERLEAF

**PLEASE REFER ANY QUERIES TO THE MONITORING OFFICER
IN THE FIRST INSTANCE**

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



Minutes of a meeting of the **Planning Committee** held via video link on **Wednesday 27 January 2021 at 9.30am.**

A roll call was taken and the following members were present:

Cllr S Lawn – Chairman

Cllr A D Adams
Cllr S Beadle
Cllr J Copplestone
Cllr J Fisher

Cllr R Foulger
Cllr C Karimi-Ghovanlou
Cllr K Leggett

Cllr S Prutton
Cllr S Riley
Cllr J M Ward

Also present was Cllr N Brennan – observing

In attendance were the Area Team Manager (NH), the Area Team Manager (BB) and the Democratic Services Officers (DM & LA).

163 DECLARATIONS OF INTEREST UNDER PROCEDURAL RULE NO 8

Member	Minute No & Heading	Nature of Interest
Cllr Lawn – on behalf of all Members (except Cllr Copplestone)	168 – Application no: 20201976 – Land adjacent to Sunny Acres, Yarmouth Road, Blofield	Lobbied by the applicants. Non-disclosable non-pecuniary interest.

164 MINUTES

The minutes of the meeting held on 6 January 2021 were agreed as a correct record and signed by the Chairman.

165 MATTERS ARISING

No matters were raised.

166 APOLOGIES FOR ABSENCE

Apologies for absence were received from Cllr N J Brennan and Cllr I Moncur.

In respect of the decisions indicated in the following minutes, conditions or reasons for refusal of planning permission as determined by the Committee being in summary form only and based on standard conditions where indicated and subject to the final determination of the Director of Place.

167 APPLICATION NUMBER 20201949 – LAND TO THE EAST OF BROADLAND WAY AND TO THE NORTH OF A47, POSTWICK

The Committee considered an application for the erection of a freestanding restaurant with drive-thru facility, car parking, landscaping and associated works, including Customer Order Displays (COD), Goal Post Height restrictor and play frame.

The application was reported to Committee as it was contrary to the provisions of the development plan but the officer recommendation was for approval. Members noted the location and context of the site as set out in detail in the report. Their attention was drawn to an additional representation received from a resident of Thorpe St Andrew objecting to the proposal as set out in the supplementary schedule and it was noted that the concerns raised had been covered as part of the assessment of the application detailed in the report.

The Committee heard from Paul Thomas agent for the applicant supporting the application.

The key issues in determining the application were the principle of development and its impact on residential amenity, highway safety, the character and appearance and landscape and ecology.

In assessing these issues, it was noted that the development was located on land forming part of the allocation GT10 in the GTAAP. The proposal complemented the range of approved uses and strategic function of the Broadland Gate and the location was suitable in principle for the proposed use. It was felt there was very little harm with regard to the principal of development. The design was considered to be acceptable and the impact on the nearest residents was minimal. The impact on the ecology of the area was considered minimal and the proposal would have positive economic impact. Reference was made to the hours of opening and if it was appropriate to limit these for an initial period but it was noted there were no grounds to justify any limitation of hours of operation. It was therefore proposed, duly seconded, that the officer recommendation be supported. On being put to the vote, by way of a roll call, it was

RESOLVED:

to **APPROVE** application no 20201949 subject to the following conditions:

- (1) Time limit
- (2) Plans and documents
- (3) Details of fixed plant and/or machinery
- (4) Unexpected contamination
- (5) Archaeology
- (6) Implementation of landscaping and ecology scheme
- (7) Inspection of tree for bats

- (8) Surface water drainage
- (9) Highways conditions (layout to be provided as proposed; parking for construction workers; construction traffic management plan; delivery of highway infrastructure on approved plans prior to first use)

168 APPLICATION NUMBER 20201976 – LAND ADJACENT TO SUNNY ACRES, YARMOUTH ROAD, BLOFIELD, NR13 4LH

The Committee considered an application to sub divide the plot and erect a two storey dwelling with attached one-and-a-half storey double garage.

The application was reported to Committee at the request of one of the local Members.

Members noted the location and context of the site as set out in detail in the report. Their attention was drawn to the updates to the report as set out in the supplementary schedule which included an additional reason for refusal on the grounds of harm to the character and appearance of the area and a further material consideration submitted by the applicant that the proposed dwelling would improve security and safety. This was however considered by offers to relate to personal circumstances and could not be regarded as material consideration in accordance with policy.

The Committee then heard from: Anna Randlesome, applicant; John Randlesome – neighbour; and David Jones of La Ronde Wright – Agent for the applicant – all supporting the application.

The key issues in determining the application were the principle of development, the amenity of future occupants, the impact on the character and appearance of the area, on biodiversity and habitats, on highway safety, on-site parking/turning and surface water drainage matters.

Some Members were of the view that the principal of a proposed dwelling in a countryside location outside of the defined settlement limit was not acceptable, given that a 5 year land supply could be demonstrated and the proposal could not be justified nor was it sustainable and there were no overriding material considerations. They also felt the proposal would have a detrimental impact on the character and appearance of the area and should be refused. On being put to the vote (by way of a roll call) however, a proposal to delegate authority to the Assistant Director Planning to refuse the application subject to the views of Highways England was lost.

Some Members were of the view that whilst accepting the site was outside of the settlement limit, the application was sufficiently close to the settlement limit of Blofield and its services and facilities for this to be considered material. As a small-scale sub-division of an existing developed site separate from the wider rural area, and noting the applicants' willingness to accept a condition requiring red brick as the external material, the proposal would not

impact on the character and appearance of the surrounding area and its massing was acceptable in relation to existing buildings on site. Therefore it was compliant with relevant DMDPD and Neighbourhood Plan Policies. There was also considered to be no harm to existing or proposed residential amenity in terms of layout and overlooking and road noise which could be adequately controlled through the proposed building design and with mitigation measures by condition to provide for an acceptable level of residential amenity. The proposal was further considered to promote innovative building techniques having environmental and ecological benefits and was promoting a self-build unit.

The above matters were considered sufficiently material to approve the application outside of the settlement limit.

Members then voted on a proposal to delegate authority to the Assistant Director Planning to approve the application subject to comments of Highways England. On being put to the vote, by way of a roll call, it was

RESOLVED:

to delegate authority to the Assistant Director Planning to **APPROVE** application no: 20201976 subject to the following conditions and subject to the comments of Highways England:

- (1) Standard time limit
- (2) Disclaiming submitted materials and details to be submitted for approval
- (3) Access/parking/turning etc.
- (4) Plans and documents
- (5) Noise mitigation

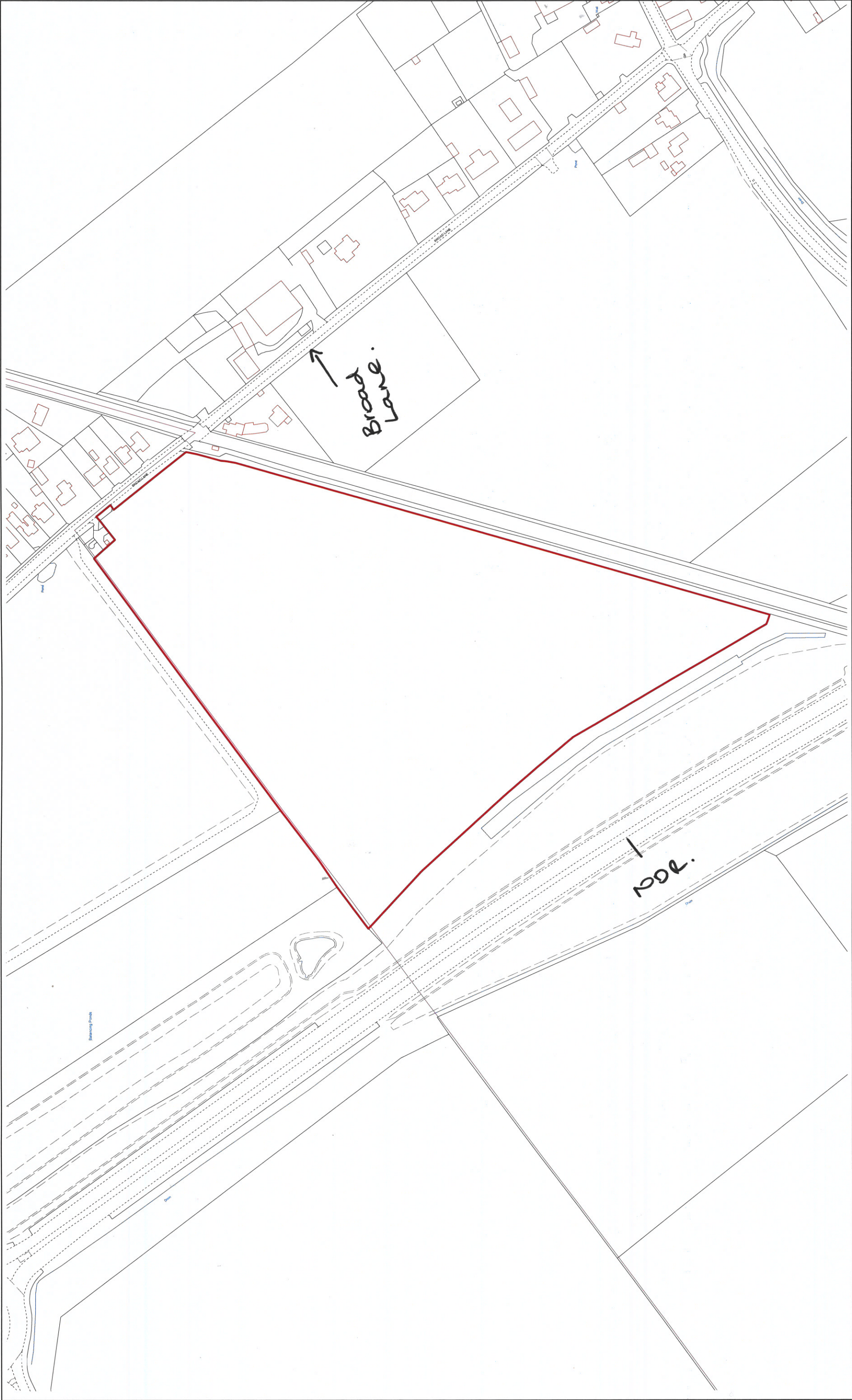
169 PLANNING APPEALS


Members noted the appeals lodged and decisions received for the period 18 December 2020 to 15 January 2021.

The meeting closed at 12:03pm

SCHEDULE OF APPLICATIONS TO BE CONSIDERED

Area	Application No	Location	Officer Recommendation	Page No
1	20200202	Land at Green Lane East, Little Plumstead	Delegate authority to the Assistant Director Planning to APPROVE subject to the satisfactory completion of a Section 106 Agreement, further agreement of terms in relation to triggers for the delivery of the extra care housing and subject to conditions	10
2	20200640	Land at Manor Park, Drayton	Delegate authority to the Assistant Director Planning to APPROVE subject to the completion of a Section 106 agreement and conditions.	53
3	20202268	Dairy Farm, Wroxham Road, Coltishall	APPROVE subject to conditions	75
4	20202317	Woodview, 81 Fakenham Road, Great Witchingham	APPROVE subject to conditions	85



 broadland.gov.uk	Application No: 20200202 Land at Green Lane East, Little Plumstead		Scale: 1:2500	N ↑
	Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2011. Ordnance Survey Licence number 100022319.		Date: 15-Feb-21	

Application No: [20200202](#)
Parish: Great and Little Plumstead (Thorpe End)

Applicant's Name: Halsbury Homes Ltd
Site Address: Land at Green Lane East, Little Plumstead
Proposal: Development of up to 130 market and affordable dwellings, a 92 bed extra care independent living facility (use class C3) and a medical centre (use class D1) with all matters reserved except access (Outline).

Reason for reporting to committee

The application is reported to committee as it is contrary to the provisions of the development plan and the officer recommendation is for approval, in addition the local Member has requested that the application be determined by the Planning Committee for appropriate planning reasons as set out below in paragraph 4.4 of this report.

Recommendation summary:

To delegate authority to the Assistant Director of Planning to approve subject to conditions and the satisfactory completion of a Section 106 Agreement.

1 Proposal and site context

- 1.1 The application seeks outline planning permission for the development of up to 130 market and affordable dwellings, a 92 bed, extra care, independent living facility (use class C3) and a medical centre (use class D1) at a site off Green Lane East in Little Plumstead. Approval is sought as part of this application for the access, with all other matters reserved.
- 1.2 The site is located on the south west side of Green Lane East and is located outside of the defined settlement limits. Whilst the site is located within the Parish of Great and Little Plumstead, it is immediately adjacent to the Parish boundary for Rackheath, which lies to the north and east of the site.
- 1.3 The site, which is predominantly triangular in shape, is approximately 7.46 hectares in size. It is currently used as agricultural farmland and slopes gently from west to east.
- 1.4 The site is bordered by the Broadland Northway to the west. A public footpath, leading to Thorpe End, runs adjacent to the south east boundary, with the Norwich to Sheringham railway line beyond this. Beyond the railway line there are agricultural fields and a two storey dwelling known as Gatehouse, 2 Broad Lane to the north east of the field. Green Lane East runs adjacent to the north east of the site with a mix of single and 1.5 storey dwellings on the opposite side of the road. There is a mix of hedgerows and semi-mature trees along the majority of the boundary to the north. Beyond

this is an agricultural field on which planning permission has been granted for 157 dwellings under Outline application 20160395 and Reserved Matters application 20191032 (as amended under 20201209). This site was allocated for development within the Growth Triangle Area Action Plan (GTAAP) under application GT19.

- 1.5 A 3 acre site has been safeguarded for the development of the extra care living facility scheme. This is proposed to accommodate 92 independent living bed spaces together with the ancillary spaces and facilities to support the residents. It is proposed to be built and delivered by Saffron Housing Trust who have delivered similar schemes elsewhere in the County. The facility will comprise self-contained flats that will enable elderly residents to retain their independence and remain active in the community, strengthened by the inclusion of communal spaces as well as outside areas. The model of care that is proposed is suitable for a range of care needs with care staff on site 24/7. Details of the scale, appearance and layout of the extra care facility will be submitted for approval as part of a separate reserved matters application.
- 1.6 A 1 acre site has been safeguarded for a medical centre and a medical centre operator has been confirmed for the site. Again, details of the scale, appearance and layout of the medical centre will be submitted for approval as part of a separate reserved matters application.
- 1.7 A single point of vehicular access is proposed to the north east corner of the site onto Green Lane East. The new access road is proposed to be a 6 metre wide Type 2 road, with two pedestrian footpath connections, which will progress into the site and form into a 4.8 metre wide Type 3 loop road.
- 1.8 An amended indicative Site Layout Plan has been submitted to demonstrate how the number of dwellings proposed could be accommodated and this plan also shows the likely location of the Medical Centre and Extra Care Scheme and includes provision for on-site informal public open space.
- 1.9 The application proposes the provision of 28% affordable housing for the 130 dwellings proposed on the site, in line with the current policy requirement.
- 1.10 The application was originally submitted for a development of up to 165 dwellings and the provision of 0.4 hectares of land safeguarded for the provision of a medical centre with all matters reserved except access. During the course of the application amended plans and forms were submitted which changed the proposals and description of the application to development of up to 165 market and affordable dwellings and 16 supported living bungalows (Use Class C3) with all matters reserved except access. Then, following further discussions with the Local Planning Authority, the application was amended again to reflect the current plans and description and the application has been considered on this basis.

2 Relevant planning history

- 2.1 [20191421](#): Development of up to 130 dwellings and the provision of 0.4 hectares of land for a Medical Centre (use Class D1) with all matters reserved except access (Outline). Withdrawn 18 December 2019.

The following applications have also been recently considered on the adjacent site to the north:

- 2.2 [20160395](#): Development of up to 157 dwellings together with associated access, open spaces & infrastructure (Outline). Approved 31 January 2019.
- 2.3 [20191032](#): Reserved Matters application for details of appearance, layout, landscaping and scale of 157 dwellings following Outline Planning Permission 20160395, including details reserved by Condition 5 (Landscaping), Condition 6 (Tree protection), Condition 7 (Energy Efficiency), Condition 15 (Noise), Condition 16 (Archaeology); Condition 17 (Ecological enhancement); Condition 19 (Surface water Drainage) and Condition 22 (Phasing). Reserved Matters approved 12 March 2020.
- 2.4 [20201209](#): Non material amendment to 20191032 – addition of a condition listing the originally approved plans and documents. Agreed 3 July 2020.
- 2.5 [20200855](#): Development of up to 157 dwellings together with associated access, open spaces & infrastructure at land south of Green Lane East, Rackheath without complying with condition no. 3 previously imposed on the approval of Reserved Matters Ref 20191032 dated 12 March 2020 (and amended by 20201209) pursuant to conditions no. 1 and 2 imposed on planning permission Ref 20160395 dated 31 January 2019. Approved 16 December 2020.

3 Planning Policies

- 3.1 National Planning Policy Framework (NPPF) (2019)

NPPF 02 : Achieving sustainable development
NPPF 03 : Plan-making
NPPF 04 : Decision-making
NPPF 05 : Delivering a sufficient supply of homes
NPPF 06 : Building a strong, competitive economy
NPPF 08 : Promoting healthy and safe communities
NPPF 09 : Promoting sustainable transport
NPPF 11 : Making effective use of land
NPPF 12 : Achieving well-designed places
NPPF 14 : Meeting the challenge of climate change, flooding and coastal change
NPPF 15 : Conserving and enhancing the natural environment

3.2 Joint Core Strategy (JCS) (2014)

Policy 1 : Addressing climate change and protecting environmental assets
Policy 2 : Promoting good design
Policy 3: Energy and water
Policy 4 : Housing delivery
Policy 6 : Access and Transportation
Policy 7 : Supporting Communities
Policy 8 : Culture, leisure and entertainment
Policy 9 : Strategy for growth in the Norwich Policy Area
Policy 15 : Service villages
Policy 20 : Implementation

3.3 Development Management Development Plan Document (DM DPD) (2015)

Policy GC1 : Presumption in favour of sustainable development
Policy GC2 : Location of new development
Policy GC4 : Design
Policy EN1 : Biodiversity and Habitats
Policy EN2 : Landscape
Policy EN3 : Green Infrastructure
Policy EN4 : Pollution
Policy RL1 : Provision of Formal Recreational Space
Policy TS2 : Travel Plans and Transport Assessments
Policy TS3 : Highway Safety
Policy TS4 : Parking Guidelines
Policy CSU1 : Additional Community Facilities
Policy CSU5 : Surface Water Drainage

3.4 Great Plumstead, Little Plumstead & Thorpe End Garden Village Neighbourhood Plan (2015)

Policy 1 : New development will respect and retain the integrity of Great Plumstead, Little Plumstead and Thorpe End Garden Village as distinct settlements.
Policy 2 : New development should deliver high quality design.
Policy 3 : All new development should maximise opportunities to walk and cycle between Great Plumstead, Little Plumstead and Thorpe End Garden Village.
Policy 4 : New development proposals, where appropriate, will be expected to quantify the level of traffic they are likely to generate and its accumulative effect with other developments in the Parish and surrounding parishes.
Policy 5 : Where green infrastructure is provided as part of development it should aim to improve biodiversity and connections with existing green spaces in and around the villages.
Policy 6 : Where new developments provide elements of green infrastructure the developer will be required to demonstrate an effective and sustainable management programme for them.

3.5 National Planning Practice Guidance (NPPG)

3.6 Supplementary Planning Documents (SPD)

Recreational Provision in Residential Development SPD
Landscape Character Assessment
Parking Standards SPD
Affordable Housing SPD

4 Consultations: (summarised, please see website for comments in full)

4.1 Great & Little Plumstead Parish Council:

No reference is actually made to the fact that Broad Lane is now actually a closed road and cul-de-sac.

Although with some study substance behind it, this appears a speculative proposal to gain advantage from enhanced land values in the change from agricultural land to land with planning consent.

The field is not allocated for development in the Growth Triangle, Broadland have more than a 5 year land supply and Gt and Little Plumstead Parish Council are supportive of the CPRE campaign that until such time as existing allocations are taken up there is no proven requirement or need for further unallocated site permissions to be granted.

The proposal actually starts to merge Reeves Corner into a greater Rackheath area and drags the weight of development further South East rather than reinforcing the Rackheath Village. This endangers further agricultural land towards the Plumstead Road.

The Planning Statement makes no commitment to affordable housing provision on the site.

The roads assessment appears to indicate long sections of unadopted roads contrary to our Neighbourhood Plan.

Although the noise assessment notes noise profile improvements inside the dwellings, it fails to discuss open windows or the realities of outside garden space, just noting to an 80 metre separation distance to avoid breaching World Health Organisation guidelines of 55db maximum.

Although there is a transport Assessment, this pays token attention and does not indicate how a safe walking / cycle route could be generated though adjoining developments and on down through the Salhouse Road developments. Bus stops are also claimed which no longer current for the

routing. It is this masterplanning that consistently remains absent from these larger scale proposals and the growth triangle.

Finally, there is no comment about compliance with NPPF requirements for climate change provision.

The Parish Council fully supports the objections submitted on behalf of Rackheath Parish Council and in particular the following were discussed and agreed by both Councils as objections:

- (1) There is no benefit to Rackheath as the land is within the boundary of Great and Little Plumstead but there is no easy way of accessing the Plumsteads.
- (2) Rackheath currently have 800 houses waiting to be built and this development does not provide any amenities, like schools etc.
- (3) The road to the site is single access due to Broad Lane being stopped up at the junction to Plumstead Road.
- (4) The plan does not show joined up cycle routes and there is no bus pick up down that road.
- (5) The area is prone to flooding which isn't addressed.
- (6) There is a gas main which runs down Broad Lane (on the edge of the neighbouring land) and it needs to be investigated as part of the application. The Parish Council does not know where the pipe line crosses the land.
- (7) There is no management plan for the open spaces shown on the development plan.

Together with the following additional comments:

- (8) Broadland have their five year housing supply.
- (9) The development is not in line with our Neighbourhood Plan
- (10) Is it outside our development boundary.

Additional comments following submission of revised plans and documents:

All previous objections to this planning application still stand but we can add the following:

- (1) The Parish Council fully supports all objections submitted by Rackheath Parish Council
- (2) We don't understand how the noise survey could be undertaken over just one day. We would propose survey over at least 1 week to ensure that all times and days are taken into account. Residents of Thorpe End regularly complain that they can hear the noise generated by the NDR and this development is significantly closer to the road.
- (3) We objected to this application previously on the basis of the gas line. This objection has still not been reported on. There is a gas

main very close to this development, it may even go through the site itself. This needs to be investigated.

- (4) In the additional housing, none have been marked for social housing. Is the social housing provision at the correct level?

Additional comments on latest set of revised plans and documents:

Green Lane East is currently a no through road since the closure of it at Reeves Corner. This road is used a lot by walkers & cyclists from the villages and afar. It is the noted blue cycle route to re-join up with the tracks either direction of the NDR. Currently there is little traffic. With 2 big developments on this road it will increase the traffic no end and there is not a suitable footpath. There is no master plan with the neighbouring developments to join these up to ensure suitable services and facilities are also provided with the increase in housing. All these sites have small open spaces. Nothing that's going to be of benefit to the communities. Not only is an increase in light and pollution, this area prone to flooding.

4.2 Rackheath Parish Council:

Objection due to the following reasons:

- No prior consultation with Rackheath Parish Council despite this applications impact on the community.
- Further increase of housing on this development from 130 to 165 homes.
- No benefit to the Rackheath community in terms of infrastructure or financial return. Due to location of development, natural gravitation for residents would be towards Rackheath services, but we would receive no income from the development to support the increased impact on the community.
- The recent closure of the Broad Lane junction has provided a physical boundary barrier between this site and the parish it would serve (Great & Little Plumstead) meaning residents on this site have no easy direct access to their parish community and providing no integration with its Parish and Community. Green Lane East is now a dead-end road.
- Another smaller development proposed outside the call for sites plan/5 year land supply impacting further on schools, health and infrastructure and transport routes. We fully support all points raised by CRPE.
- Transport: (*paragraph numbers from transport assessment referenced*). Rackheath is still without a direct bus route to Norwich meaning further development is not sustainable.
- Limited bus service on the main road in Rackheath (Salhouse Road). Peak times poorly serviced.
- No plans to upgrade main arterial road into Norwich (Salhouse Road) – earliest would be 2023 but is reliant on central government funding – road is currently too narrow for 2 HGVs to pass safely and is already feeling the strain from the NDR, new developments both from Rackheath and Sprowston.

- (2.1.6) Plans for GT16 development is far off in the future – whilst in the meantime small developers are being permitted with little regard for infrastructure e.g. schools, no further employment sites locally, no rapid bus route, no safe cycle routes to any work location in the city (only leisure routes around the NDR) and no railway halts planned.
- (2.2.4) Sole & Heel roundabout is already under strain from the increased volumes of traffic since the opening of the NDR and will be impacted further with the additional permitted sites (600+ homes). We will also have the impact of GT16 generated traffic in the future (4.5K houses) – another site will only increase the impact and heighten risk of accidents.
- (3.18) Bus stops no longer in use on Green Lane West – no public transport serving site.
- (3.27) It would be more useful for developers to work together and subsidise public transport and work with bus companies to improve services and to ensure their sites are sustainable and improve services for communities.
- (4.11) Car Parking at the proposed medical centre – parking spaces allocated may meet parking standards but it has been evident at other local surgeries that parking is insufficient (and they have provided far more parking than this site has allocated). This facility would attract users from outside the Rackheath area and would lead to parking on the streets.
- Wroxham & Hoveton doctors have confirmed that they are not interested in operating from this location. The building being proposed is not in scale with our community and needs.
- (6.2) We should not have further development pushed onto our community because community assets are being offered – these applications should be received in isolation.

Development Design Issues:

- This development would not be governed by the Rackheath Neighbourhood Plan, we would be wary of urbanised housing that does not meet our NP impacting on our village feel. Housing must be in line with those already in the area and match density.
- Development accessed by a single access road – 165+ cars is a huge impact on a small road with only one way out (no access to Broad Lane), likely to cause rat runs through Vera Road.
- There are no plans to link this development to the adjoining development to north.
- There is a query over flooding which has been identified in the North and South of the development and in such circumstances residents more likely to approach Rackheath Parish Council for a resolution.
- There are no joined-up cycle routes or footpaths.
- Gas Main on site
- No commitment to affordable housing
- Unadopted roads not supported by Rackheath Parish Council

- No open space management plan referenced.

Additional comments on latest set of revised plans and documents:

- Extra care does not suggest independent living.
- The additional needs of residents would place an extra burden Rackheath's resources whilst not receiving any financial benefit from this development due to the proximity of the boundary.
- There are poor transport links out of the village to support those needing to access services outside of Rackheath.
- Parking issues for those visiting and working in the facility are a concern and the likely impact on those living nearby on Green Lane East.
- An increase in traffic along Green Lane East as a no through road would put additional strain on an already busy junction with Salhouse Road.

4.3 Salhouse Parish Council:

Object for the following reasons:

- (1) Concerns over the increased traffic volumes at mini roundabout in Rackheath, leading up to the NDR, which already becomes congested.
- (2) The 'rat run' which may occur through existing estate (Vera Road) and the effect and safety of the residents.
- (3) Consideration to reintroduce a bus service at Reeves Corner.
- (4) The response from the NHS consultee stated there is no guarantee of a medical centre being built.

4.4 Councillor Shaun Vincent:

I would like to call in the application on the basis that it is outside the settlement limit.

4.5 Councillor Fran Whymark:

I do not directly represent Gt and Lt Plumstead but as a local resident, District Councillor for the Wroxham Ward and County Councillor for the Wroxham Division I feel this development (with Extra Care Independent Living and a Medical Practice) would, in my view, give material benefits to the wider area. I have long advocated the need for infrastructure in the area, before major development.

The Rackheath Neighbourhood Plan cites 'Primary Health Care' and the 'provision of sufficient health care to meet the needs of Rackheath' as one of the service projects raised by residents during consultation. Policy SER2 states the 'new healthcare facility...will be centrally located'. Ideally this would be on GT16 but (even after two masterplans being completed) no

plans have come forward. This follows Rackheath being designated a major growth area in the Joint Core Strategy, adopted 2011.

I have met with the developer, extra care provider and medical practice provider. I feel that there is an opportunity with this development to provide much needed infrastructure now, rather than waiting for plans to come forward for GT16. Indeed, it may be that there could be additional medical facilities to complement this development in the future on GT16. I would therefore, after a great deal of thought and consideration, like to offer my support to this proposed development.

4.6 Anglian Water:

Assets affected:

There are assets owned by Anglian Water or those subject to an adoption agreement within or close to the development boundary that may affect the layout of the site. Anglian Water would ask that the following text be included within your Notice should permission be granted. (**Officer Note:** Proposed text to be added as an informative on decision notice along with other suggested informatives, should the application be approved).

The development site is within 15 metres of a sewage pumping station. This asset requires access for maintenance and will have sewerage infrastructure leading to it. For practical reasons therefore it cannot be easily relocated.

Anglian Water consider that dwellings located within 15 metres of the pumping station would place them at risk of nuisance in the form of noise, odour or the general disruption from maintenance work caused by the normal operation of the pumping station. The site layout should take this into account and accommodate this infrastructure type through a necessary cordon sanitaire, through public space or highway infrastructure to ensure that no development within 15 metres from the boundary of a sewage pumping station if the development is potentially sensitive to noise or other disturbance or to ensure future amenity issues are not created.

Wastewater Treatment:

The foul drainage from this development is in the catchment of Whitlingham Trowse Water Recycling Centre that will have available capacity for these flows.

Used Water Network:

This response has been based on the following submitted documents: Flood Risk Assessment. The sewerage system at present has available capacity for these flows. If the developer wishes to connect to our sewerage network they should serve notice under Section 106 of the Water

Industry Act 1991. We will then advise them of the most suitable point of connection.

Surface Water Disposal:

The preferred method of surface water disposal would be to a sustainable drainage system (SuDS) with connection to sewer seen as the last option. Building Regulations (part H) on Drainage and Waste Disposal for England includes a surface water drainage hierarchy, with infiltration on site as the preferred disposal option, followed by discharge to watercourse and then connection to a sewer.

From the details submitted to support the planning application the proposed method of surface water management does not relate to Anglian Water operated assets. As such, we are unable to provide comments on the suitability of the surface water management. The Local Planning Authority should seek the advice of the Lead Local Flood Authority or the Internal Drainage Board. The Environment Agency should be consulted if the drainage system directly or indirectly involves the discharge of water into a watercourse. Should the proposed method of surface water management change to include interaction with Anglian Water operated assets, we would wish to be reconsulted to ensure that an effective surface water drainage strategy is prepared and implemented.

4.7 Cadent Gas:

We do not object to the proposal in principle.

There is an intermediate pressure gas pipeline that runs adjacent to the railway line. The pipeline has an easement in operation, the easement must be kept clear and free for access at all times. No buildings or structures are permitted within the easement. Landscaping within the easement is restricted and must have formal written approval from Cadent Gas prior to commencing any works. Tree planting is also restricted and must comply with the attached guide. The woodland edge proposed along the railway boundary may need to be revised accordingly.

If any construction traffic is likely to cross a Cadent pipeline then the Applicant must contact Cadent's Plant Protection Team to see if any protection measures are required.

All developers are required to contact Cadent's Plant Protection Team for approval before carrying out any works on site and ensuring that Cadent Gas requirements are adhered to.

4.8 Campaign to Protect Rural England (CPRE):

CPRE Norfolk objects to this application for the following reasons:

- The location for the proposed houses is outside the settlement boundary of Great & Little Plumstead and any other settlement boundary and therefore this development is contrary to Policy GC2 of the Broadland Development Management DPD, as the proposed development would have a significant adverse impact and does not accord with a specific allocation and/or policy of the development plan.
- The site for the proposed houses is currently not allocated for housing, and largely lies within land designated as countryside, notwithstanding that it lies within the area designated as the Growth Area Triangle according to the Development Management DPD (2015) and the Growth Triangle Area Action Plan (GTAAP) (July 2016.)
- The proposal is against Joint Core Strategy (JCS) Policy 1: addressing climate change and protecting environmental assets, as the environmental assets of the area will not be protected, maintained, restored and enhanced and the benefits for residents and visitors improved.
- Whilst Great & Little Plumstead is designated as a Service Village in Policy 15 of the Joint Core Strategy, this proposal is to build houses outside the settlement boundaries of Great & Little Plumstead on land un-allocated for housing. Therefore, this application is contrary to this Policy, as the Policy states that “in each Service Village land will be allocated for small-scale housing development subject to form and character considerations.” That the site is adjacent to the parish of Rackheath is not relevant to the fact that it is part of the parish of Great & Little Plumstead, and therefore falls under the policy for sites allocated for housing within this parish as a Service Village, other than to recognise that the Great & Little Plumstead Neighbourhood Plan “does not seek to set out growth details within the GT [Growth Triangle].
- Broadland and Greater Norwich currently demonstrates at least a five-year supply of land for housing, which further supports refusal of this application. In the most recent Annual Monitoring Report for 2017-18 Broadland can demonstrate 7.33 years of Housing Land Supply, while the figure for the Greater Norwich Authorities as a whole is 6.54 years. This demonstrates that this application should be refused permission, particularly when taking into account paragraphs 11, 12 and 73 of the NPPF regarding sustainable development and the importance of a planned approach where a Local Planning Authority can demonstrate at least a 5 year housing land supply (with a 5% buffer.)
- Any benefits the proposal could bring are outweighed by the harm of permitting this unplanned building in land designated as ‘countryside’, particularly as it would be contrary to various Local and National policies as detailed above and would have adverse impacts on nearby residents.

4.9 Community Protection Officer:

The principle of setting back residential properties 80 metres to reduce the levels of road traffic noise from the A1270 impacting the residential amenity of the prospective occupiers is okay. However, I do have some reservations that the noise levels on the A1270 will increase over the next 10 years due to the amount of development planned for the area which will increase the overall road traffic noise contribution. It would be helpful if the acoustic consultant can model the noise based on the projected increase in road traffic on this highway to ensure the proposed noise mitigation is suitably robust.

Additional comments following submission of revised plans and documents:

I have taken a look at the updated Noise Report and I am satisfied with the suggested mitigation measures for most of the properties. I would ask the facades of properties facing the NDR are provided with additional protection against road traffic noise. I would suggest the installation of acoustically treated mechanical ventilation for rooms with windows facing the NDR so that the occupiers have an alternative means of ventilating rooms facing the NDR which are more likely to be affected by noise. Opening double-glazed uPVC windows can be provided as normal giving the occupier a choice of how they ventilate their properties but only for those that are most affected by noise from the NDR.

In lieu of any further data on modelled future road traffic noise as requested, I believe further protection is required for those properties that are at greater risk of being affected by increases in road traffic noise. It would be useful if an informative was placed on any permission informing future occupiers that alternative means of ventilation has been provided for selected properties in circumstances where ventilating the property using opening windows might be considered too noisy.

4.10 Conservation Officer (Arboriculture & Landscape):

There appears to be limited tree constraints and no removals of high value trees proposed at this stage of the application. As recommended within the preliminary Arboricultural Impact Assessment (AIA), a revised AIA, accompanied by an Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) document will be required once a detailed layout is produced. At that stage of the process, further scrutiny and Arboricultural comments will be necessary.

4.11 County Ecologist:

The ecological report is fit for purpose. Conditions will need to be secured at outline stage based on the ecological report in accordance with NPPF and the local plan policies.

The Habitat Regulations Assessment (HRA) is fit for purpose. However we are concerned about the suitability of the green space for daily recreational use and would recommend that greater consideration is given to the suitability/usability of green space at 'outline' as it forms part of the mitigation strategy for the HRA. I therefore object to the application.

I agree that 2.4 ha is a sizeable area and note that the provision of 2.4 ha of green space is in line with SANG Guidelines (2 ha/1000 people). However my concern is that this green space is:

- Comprised of a number of small areas
- Linked via roads only (dogs will need to be on the lead at all times)
- Does not provide a circular walk
- Planning for Dog Walking in New Development – reducing conflict – Adding Value is a useful report, and suggests: the daily dog walk is around 2.7km long, and comprises a circular walk,
- Does not permit dogs to be exercised off the lead (due to the proximity of roads)
- Will conflict with other users (e.g. children), and
- Not compatible with other proposed uses (e.g. wildflower grassland and wetland area/SuDS)

I therefore suggest that the area of suitable green space proposed for dog walking is less than the 2.4 ha proposed as mitigation for recreational impacts on Natura 2000 sites - if the green space is not suitable for dog owners they will travel offsite which defeats the purpose. The site should incorporate green space dedicated for dog walkers and not dual purpose. The Planning for Dog Walking in New Development report provides a number of recommendations which should be considered within this application. They include, but are not limited to:

- Green space onsite should accommodate a circular walk
- Green space should not compete with other users and purposes
- Provide off-lead space (currently dogs will have to be on-lead at all times due to the proximity of green space to roads)

In addition -while the HRA proposes that opportunities to link with adjacent PROW (5R0943/10) be secured at the reserved matters stage it should be secured at outline (including access to the neighbouring estate (20191032) as it is part of the mitigation strategy.

The ecological report is fit for purpose.

Second consultation response following submission of revised plans and documents:

At the present time the HRA is not considered fit for purpose -More information is required on the impacts of all of the development not just the 165 dwellings; average households as the multiplier for the open space requirement needs to be considered;

Officer Note: 5 Ecological conditions also suggested by County Ecologist in response which are to be added to the decision notice should the application be approved.

Third consultation response following submission of further information:

A revised Ecological Appraisal has been submitted (July 2020). The survey was undertaken in June 2019 (and is now over a year old). The applicant is advised that surveys up to 18 months old are likely to be valid but that it will be necessary to review the validity of ecological surveys and assessments when surveys are older than 18 months in line with CIEEM (2019) guidelines. Our suggested conditions remain valid.

The Ecological Appraisal (July 2020) includes a HRA assessment in the Appendix (dated July 2020).

- The extra care facility still not included in the recreational impact;
- Household size as a multiplier for the quantum of open space still to be agreed;
- Amended plans do not provide opportunity for circular walks, interconnected greenspaces on site. Provide informal connections with green infrastructure assets on adjacent sites (primarily tree belt)

As previously stated (16/07/2020) it is recommended that links with adjacent PROWS, development of pedestrian and cycling links are secured at outline as this forms part of the proposed mitigation strategy for Natura 2000 sites.

Final comments on latest set of revised plans and documents:

The HRA (Aspect Ecology, July 2020) concludes that subject to the provision of:

- a minimum of 2.4 ha of open space (which will incorporate safe areas for off-lead dog walking)
- pedestrian and cycle links, and
- information packs setting out what open spaces are available and how impacts on vulnerable wildlife can be avoided

there will be no adverse impacts on the integrity of Natura 2000 sites, either alone or in combination with other plans and projects.

Please note that the HRA is based on 2.4 ha of open spaces (see 5.3, page 11 of the HRA (or page 63 of the Ecology report), but the ecology report provides two different figures of 1.91 ha (e.g. see below) and 2.4 (see para 6.1.2). It is presumed that the difference between 1.91ha and 2.4ha is provided around the proposed care home (which was not taken into consideration in the previous calculation).

Based on the provision of a minimum of 2.4 ha of open space I am satisfied that the HRA is fit for purpose. There are no objections. As per my previous

response it is suggested that a number of conditions should be imposed. (**Officer Note:** 5 suggested ecology conditions to be added to any subsequent approval as suggested).

4.12 Environmental Contracts Officer:

I cannot see any kind of refuse strategy for this development in the plans which is not unusual given the outline nature. The developer will need to provide a refuse plan and demonstrate the Council refuse collection vehicles can access this development through swept path analysis when providing more detail. We would encourage the developer to engage with the Contracts Team at the earliest opportunity to ensure that the refuse strategy is to a standard that meets the requirements of the Council under the Environmental Protection Act 1990.

4.13 Environmental Management Officer:

Question why developer considers no air quality assessment is needed.

Additional comments following submission of revised plans and documents:

Note the recommendation of the consultant for a site investigation I would agree with this and add that in addition to the points they have raised the proximity of a pumping station and electricity sub-station mean that these issues need to be considered as well. I would also refer to my previous email asking why an air quality assessment has not been undertaken for this site.

4.14 Senior Heritage and Design Officer:

The application is in outline with an indicative masterplan. It is useful that this has not been worked up in too much detail at this stage, but does show some of the underlying principles as to how the site can be developed.

The movement and block structure on the whole appears relatively well planned and coordinated with including the loop road and a clear street hierarchy. All the perimeter blocks show outward facing development with good surveillance of streets and public spaces. Although it does incorporate cul-de-sac and private drives these are on the periphery of the development and will allow a softer 'rural edge' character to the development looking out.

At the centre of the scheme on the loop road it does have what looks like frontage parking to either side of the street – frontage parking courts can work quite well on narrower lower order streets and short cul-de-sacs with low vehicle speeds, but having frontage linear strip of parking on both sides of what will be the loop road will lead to a car dominated environment – and lack of sense of enclosure to the street particularly. Being a higher order road there will be a requirement for pavements/footpath. Generally longer strips of frontage car parking at 90 should be avoided on principal spine

roads etc., and only planned in limited amounts e.g. terrace group of three units with parking for six vehicles, on lower order roads – where parking can also be screen by intermittent landscaping and/or neighbouring building being more forward to partially screen spaces in street scene. Where end on parking is planned it should also be on one side of the street only to avoid the loss of the sense of enclosure to the street and the street scene being too dominated by car parking – unless for example designed as a frontage courtyard area without through road.

Overall there is good provision of public space which will be relatively safe areas and large enough for recreational activity. Although not central – they will be easily accessible and will also benefit from incorporating existing field boundary hedging and boundary field trees as landscape features.

Although a partial perimeter walkway is shown, I would suggest that it would be beneficial to provide some landscape linking of public spaces as an alternative route through the development – particularly as there is now a national initiative to plant street trees.

The south cul-de-sac is quite extended – and will need a larger turning head at the end for refuse vehicles – which could be quite unsightly. A turning head is shown as turning toward houses – which is ok for the end of private drive but would it be adequate for higher order street where refuse vehicles need to turn? Especially if cars are parking on it? Generally the street pattern where a higher order road ends with a T junction and two private drives to left and right as on other parts of the site works much better and the turning area is likely to be left free of parked cars.

Generally if this area is planned with the cul-de-sacs (secondary loop roads also an option) would be better planned more like the other parts of the masterplan with type 3 turning heads for refuse lorries – bin collection point areas at end of private drives without long drag distances. Private drives however can work well when fronting onto public spaces, as long as there is separate footpath provision.

The small area between refuse bin turning heads – would it not just be simpler to join up to create a secondary loop road?

The areas for the medical centre/extra care schemes can be designed at reserved matters.

Overall, consider that this is acceptable for outline – with consideration at reserved matters stage of above design matters.

4.15 Historic Environment Service (latest comments):

Archaeological work has been carried out and completed in relation to a previous application at this site. Therefore we do not wish to make any recommendations for further archaeological work.

4.16 Housing Enabling Officer (latest comments):

I note that the applicants are proposing to deliver 28% affordable housing within scheme - which is acceptable. Note that under the emerging local plan the policy requirement for affordable housing may revert back to 33% of the total dwellings proposed on site.

4.17 Infrastructure Delivery Officer:

I would like to echo many of the comments made by Norfolk County Council's Ecological consultee. I agree that there is currently insufficient green infrastructure on site to provide the quality greenspace required to meet the day to day recreational needs of residents. There is currently:

- No opportunity for circular walks on site
- No significant areas of greenspace that can be accessed without crossing roads
- Little to no interconnected greenspaces on site
- Poor connections with green infrastructure assets on adjacent sites (primarily tree belt)

The green space on site, as it currently exists, cannot be characterised as informal open-space or green infrastructure, and therefore does not meet Broadland District Council policy compliant levels for green infrastructure provision (see policy EN3 of Broadland District Council's Development Management DPD). In this context the existing layout does not provide adequate mitigation for recreational impacts on Natura 2000 sites.

4.18 Landscape Architect:

I have reviewed the submitted Landscape and Visual Appraisal and do not disagree with its assessment of the site and its context. I therefore raise no landscape-related objections to this proposal.

4.19 Lead Local Flood Authority (latest comments):

The applicant has submitted an amended Flood Risk Assessment and Drainage Strategy titled 'Flood Risk Assessment' (Ref. Create Consulting Engineers, TT/JEB/P19-1740/04 Rev F, 20 July 2020). It details the removal of one soakaway (House Soakaway 4), having in total five soakaways (two highway soakaways and three house soakaways) instead of six. Revised surface water modelling calculations have been submitted to reflect the new layout with updated volumes and half drain times for all the proposed drainage features.

We have no objection if this application is approved.

The applicant has provided sufficient information at this, the outline planning stage, to demonstrate that the proposed infiltration-based scheme is viable. There are certain issues that would need to be addressed at the reserved matters stage. Recommendations to be taken as part of any reserved matters application:

- Further, targeted BRE Digest 365 infiltration testing is undertaken in the locations of the five shared soakaways.
- Factor of Safety of 5 applied to the design of the five shared soakaways.
- Details of property finished ground floor levels (FFL). The LLFA would expect as a minimum that FFL throughout the development are recommended to be set to a minimum of 300mm freeboard above the anticipated flood levels in 1% annual exceedance probability (AEP) event plus climate change from any source of flooding. Any source of flooding would also include an assessment to ensure there is 300mm above anticipated flood levels within the drainage system, to provide protection in the event of an exceedance event. Where there is uncertainty in flood levels, this freeboard level should be increased up to 600mm. We would expect that there would be a minimum of at least 150mm freeboard between proposed external ground levels and property FFL in areas where no flood level is anticipated. External ground levels should always slope away from any building, especially entrances to avoid ponding of water against or within a structure.
- Demonstrate that existing flood flow paths to the north and south are managed within the proposed layout and drainage provision, will not enter the occupied area of the site and any flood depths on the roads are within guidelines.
- Demonstrate that no flows from the development will enter these flow paths and contribute to flooding off site. An exceedance flow plan detailing direction, depth and velocity is required for rainfall events that are larger than the storms used for the design of the drainage system to confirm that any water from a drainage scheme is suitably managed on site during a 1% AEP event plus climate change event outside of structures designed to store or convey water.
- Clarification of ownership and maintenance responsibilities for shared private soakaways and shared private permeable surfaces in a detailed management and maintenance plan.
- Details of what water quality mitigation measures will be in place for highway runoff prior to discharge to the water environment. A water quality assessment following the simple index approach (Section 26.7.1 of the CIRIA SuDS Manual (C753)) would be expected at detailed design.

4.20 Natural England:

No comments to make on this application.

4.21 Norfolk County Council as Highway Authority (latest comments):

A walking and cycling assessment of the route between the site and the school has been completed by the applicant, it has identified gaps in provision that would not be practicable to resolve. The applicant is however, providing improvements to the footway between the site and Salhouse Road, complementing improvements to walking and cycling that will be delivered by others. Whilst the development will not be facilitating sustainable journeys to the catchment school, it is considered that the footway improvement will assist access to active and sustainable travel.

With regard to journeys to school, it is also noted that whilst the site is located within the catchment area for Plumstead Primary School, it relates better geographically to Rackheath Primary School which is a short walk away. As the two schools seem to be of similar size and status, it is quite possible that parental choice will result in children attending school at Rackheath.

The Highway Authority has reviewed the provided traffic data in context of the adjacent consented developments and the traffic reduction afforded by opening of Broadland Northway, which coincided with closure of Rackheath Green Lane / Broad Lane at its junction with Plumstead Road/Reeves Corner, removing through traffic at the site access.

In the light of the above and the agreed mitigation package, the highway authority is satisfied that the impact of the proposed development would not be severe and recommends no objection subject to the following suggested conditions (**Officer Note:** 9 suggested highway conditions to be added to any subsequent approval as suggested).

4.22 Norfolk County Council Infrastructure Development Officer (latest comments):

The following infrastructure will need to be funded through CIL
Education: Mitigation required at Early Education Sector for 13 places, at Primary School Sector for 37 places at Thorpe St Andrew School for 19 places and at Thorpe St Andrew Sixth Form for 2 places.

With the high level of housing growth in the surrounding area (the North Norwich Growth Triangle), Children's Services will take this opportunity to look at existing primary and secondary school provision and determine the best option to accommodate children from these new developments. The new housing intended for the Sprowston/Old Catton/Rackheath areas will impact on existing schools and there will be a need for new schools to accommodate the children generated by the new housing growth. A considerable amount of work has been undertaken with council colleagues and housing developers to identify the number of new schools required and their location in order to mitigate the impact of the new housing.

Considering, the permitted planning applications the area, there would be insufficient places at Early Education level and at the Little Plumstead and Rackheath Primary Schools to accommodate the children generated from this proposed development should it be approved. (The site of the proposed housing development is in the Little Plumstead Primary school catchment area but is nearer to Rackheath Primary school).

It is not possible to expand Rackheath Primary School, but it is intended to expand Little Plumstead Primary to increase its capacity from 210 to 420 places.

At High school level, considering, the permitted planning applications in the area there would be insufficient places at Thorpe St Andrew School and Sixth Form to accommodate the children generated from this proposed development should it be approved.

Early Education Sector = $13 * 14022 = 182,286$

Primary School Sector = $37 * 14022 = 518,814$

Thorpe St Andrew School = $19 * 15,664 = 297,616$

Thorpe St Andrew School Sixth Form = $2 * 15,664 = 31,328$

Total = 1,030,044.00

It is therefore expected that the funding for the additional school places would be through CIL as this is covered on the District Council's Regulation 123 list.

Fire: This development will require 1 fire hydrant per 50 dwellings at a (current) cost of £843 per hydrant, which should be dealt with through condition. However, the final number of hydrants required will need to be assessed when the mix and type of housing proposed for the development area and layout is made clear.

The development layout should allow for fire appliance access in accordance with Building Regulations Approved Document B Volume 1 Section 13 and hydrant provision should reference the 'National guidance document on the provision of water for fire fighting' published by Water UK.

Any buildings on the development that do not comprise single dwelling houses will be required to have fire appliance access and fire hydrant provision in accordance with Building Regulations Approved Document B Volume 2 Sections 15 & 16 for fire appliance access and hydrant provision, with reference to the 'National guidance document on the provision of water for fire fighting' published by Water UK.

Library: New development will have an impact on the library service and mitigation will be required to develop the service, so it can accommodate the residents from new development and adapt to user's needs.

Adult Social Care Response:

Older people in Broadland:

Across Norfolk more people are living longer, with a significant number of these predicted to live beyond 85 years. Increases in frailty and health needs in later life effects the housing and care choices people make. In the Broadland district, it is estimated by 2028 there will be 39,600 people over the age of 65. The housing needs of this population will range from housing built to lifetimes homes standards to more specialist accommodation, as people's needs increase.

Independent Living (extra care) housing Adult Social Care recognises there is a need for a range of appropriate housing in Norfolk to support an aging population to live as independently as possible, with the over 65 population set to incur the largest increase of any age group over the next ten years. Norfolk County Council has recognised a need for more Independent Living (extra care) in the Broadland district to build an additional 478 extra care units, of which 191 are to be at affordable rent levels by 2028. Norfolk County Council has a capital programme to support the viability of affordable rent extra care units, but these have specific criteria and size which needs to be satisfied before it can be classified as Independent Living (extra care).

Independent Living (extra care) developments should be carefully considered in terms of space, accessibility to and a detailed design specification fit for lifetime home criteria. The site could be considered to develop extra care housing as it meets with our minimum site criteria of being a minimum 2-3 acres in size, a minimum of 60 units and in or close to a town centre, established community or phased development as a strategic urban extension (SUE) becomes established.

Residential and Nursing Homes:

Norfolk County Council also recognises that there will be a need for Residential and Nursing home in line with this older population growth and growing complexity of needs. By 2028, it is estimated that there will be a need for an additional 1,947 residential and nursing care beds across Norfolk, of which 590 will be for people in receipt of a Local Authority care package.

There is an active programme in place to work with the care market to meet this projected demand, which includes the provision of these additional beds through new homes or refurbishing and extending existing homes. We do know that the type of care needed will have to focus on supporting people who have dementia and/or nursing needs.

By 2028 it is estimated that there will be a need to build an additional 285 care and nursing beds in the Broadland district, of which 87 beds will need to be provided by the Local Authority.

4.23 Norfolk County Council as Minerals and Waste Policy:

Sand and gravel deposits are identified on the BGS mapping as occurring on parts of the site. The Mineral Planning Authority notes that the current application contains a Mineral Resource Assessment ref TB/CC/P19-1740/05, dated November 2019. The 'Mineral Resource Assessment' contains the results of intrusive site investigations and assessment; Particle Size Distribution testing has been carried out. This assessment has identified that a proportion of the mineral deposits likely to be excavated as part of the groundworks within the site would be viable for reuse within the construction phases. The Mineral Resource Assessment recommends that a Materials Management Plan-Minerals should be prepared to assess the volume of mineral for reuse.

The County Council in its capacity as the Mineral Planning Authority (MPA) does not object to the planning application (20200202) on this site if: A condition to require a Materials Management Plan-Minerals (MMP-M) to be prepared for the application site is included in any grant of planning permission. The purpose of the MMP-M is to estimate the quantities of material which could be extracted from groundworks and reused. (**Officer Note:** Condition is to be added to decision notice as requested should application be approved).

4.24 NHS – Norfolk and Waveney Sustainability and Transformation Partnership (STP):

The proposal comprises a development of up to 130 residential dwellings, which is likely to have an impact on the NHS funding programme for the delivery of healthcare provision within this area and specifically within the health catchment of the development. The STP would expect these impacts to be assessed and mitigated.

The proposed development is likely to have an impact on the services of 1 GP Practice, the Norfolk and Norwich University Hospital, Mental and Community Healthcare operating within the vicinity of the application site.

The intention of NHS England and the Norfolk and Waveney STP is to promote Primary Healthcare Hubs with co-ordinated mixed professionals. This is encapsulated in the strategy document: The NHS Long Term Plan.

The proposed development would have an impact on healthcare provision in the area and its implications, if unmitigated, would be unsustainable. In order to be considered under the 'presumption in favour of sustainable development' advocated in the NPPF the proposed development should provide appropriate levels of mitigation.

It should be noted that Primary Care provision is very limited in Rackheath with the Hoveton and Wroxham Medical Centre holding a satellite surgery

located only once a week in Rackheath and Salhouse. This is of considerable concern to local residents as the population grows.

The acute hospital, Norfolk and Norwich University Hospital which will also be impacted, is also running at capacity with regards to floorspace; with no un-occupied, empty or underutilised areas.

In line with the Government's presumption for the planning system to deliver sustainable development and specific advice within the National Planning Policy Framework and the CIL Regulations, which provide for development contributions to be secured to mitigate a development's impact, the STP would suggest that healthcare contributions should be sought to contribute to the provision of sustainable healthcare services in the area, particularly for the additional residents generated by development growth.

The development would give rise to a need for improvements to capacity, in line with STP estates strategy; by way of development of primary care facilities in the area; a proportion of the cost of which would need to be met by the developer.

It will also give rise to increased investment requirements within our acute services, our mental health and our community health care services within the area. Investment would be required to provide and develop functionally suitable facilities for patients, providing the required beds and floorspace to manage the increased demand. This may be via new builds, extensions or re-configuration/development of current estate. The Capital Cost Calculation of additional healthcare services arising from the development proposal, which in this case would be £232,653.

Broadland District Council has advised that Healthcare is not currently contained on their CIL123 list, consequently, until this policy is addressed, it is confirmed mitigation cannot be obtained for healthcare. The STP understands this matter is now being considered through the Greater Norwich Growth Board forum. The STP and partner organisations do not have funding to support development growth; therefore, it is essential this is resolved as a matter of priority, in order to effectively mitigate development impact and maintain sustainable primary healthcare services for the local communities of the Broadland area.

Assuming the above is considered in conjunction with the current application process, the STP would not wish to raise an objection to the proposed development.

4.25 Neighbour Representations: (summarised, please see website for comments in full):

During the course of the application objections have been received from 8 addresses, 7 within Rackheath and 1 from Norwich. Comments have also

been received from Jerome Mayhew MP requesting that the matters, identified by a constituent in Rackheath, are considered. Below are a summary of the comments received:

- Additional Traffic
 - Green Lane East and the small roundabout on Salhouse Road would not cope with the increased traffic.
 - Green Lane would become a bottleneck
 - Development would possibly create rat runs through Vera Road and Lonsdale Road
 - Amount of traffic will be unmanageable.
 - Since the opening of the Broadland Northway there are queues at the roundabout. This will make matters worse.
 - Surely traffic could be directed the other side running parallel to the Broadland Northway joining Salhouse Road just before the main roundabout?
 - Would result in approximately 300 cars entering and leaving one entrance all day and night
 - Disturbance that the traffic caused by houses and medical centre would cause
 - Construction traffic will also be using this road
 - Green Lane has become a quiet lane and very well used cycle route and village walk way for local residents due to the closing of Reeves Corner. With more cars this will become dangerous and noisy.
- Highway Safety
 - Most cars travel at over the 40mph speed limit. Concern for children would be increased.
 - A reduction in the speed limit to 20 or 30mph would be favourable
 - Only one unsuitable path on Green Lane East which is constantly flooded, covered in sewerage and a grass verge
- Medical Centre
 - Where is the finance coming or this just a suggestion so that the application gets permission?
 - Where will visitors park – no provision indicated, parking will be forced upon Green Lane East
- Character of the area
 - No details of what is being built has been shown. We have been informed that 2 storeys is the maximum allowed in Rackheath
 - This would destroy the enhanced living area given to us with the closing of the road.
 - Light and noise pollution
- Flooding
 - Flooding is an issue on Green Lane East.
 - The field is susceptible to flooding

- The pumping station cannot cope with the current waste water
- Surely more development will exacerbate this problem
- In heavy rain fall sewer water escapes from the back garden inspection chamber. Permission has been granted for another 200+ properties on the opposite side of the road on two massive fields which help to drain the excess water. What improvements are being planned to accommodate these extra homes?
- Affordable Housing
 - The requirements of the JCS (Policy 4) are specific in that 33% affordable housing is provided on schemes with more than 10 dwellings.
 - Objection on grounds that a Viability Assessment for the reduction in affordable housing from 33% to 28%
 - Is the revised percentage a change in policy that needs to be agreed formally by the full Council?
 - How can a maximum of 28% affordable housing provision on some developments fulfil a stated overall need of 28%?
 - What information is presented to Members of Planning Committees to be considered where 28% affordable housing is proposed?
 - What is the implication of the draft Regulation 18 consultation for the proposed 2018 to 2038 Growth Strategy?
- Other issues
 - The site is outside the development boundary.
 - The site is not in line with the neighbourhood plan
 - Rackheath already has 800 houses waiting to be built within the neighbourhood plan.
 - The site is in the village of Rackheath but comes under the Parish of Plumstead who have no direct access to the site.
 - There is no benefit to Rackheath.
 - It would seem unfair if the development is allowed that Rackheath Parish Council would not benefit financially unless the Parish boundary was changed to take this into account
 - Need to improve cycle paths from development to village amenities. A more linked up cycle route should be planned.
 - Application cannot go ahead as there is a gas main going down all of Green Lane and the sewage pipes run directly across the field heading back to the sewage works.

5 Assessment

Key Considerations

5.1 The key considerations are:

- The principle of the development
- Material considerations

- Affordable housing provision
- The impact on highway safety
- The impact on the character and appearance of the area
- The impact on residential amenity
- The impact on ecology
- The impact on flooding and drainage

The principle of the development

- 5.2 The main issues to be taken into account in the determination of this application are an assessment of the proposals against the policies of the development plan, the NPPF and Planning Practice Guidance and any material considerations. The key considerations in this case are the principle of the development and whether there are material consideration which warrant granting it planning permission outside of a defined settlement limit. Also key is the affordable housing provision and the impacts of the development on highway safety, the character and appearance of the area, residential amenity, ecology and flooding and drainage.
- 5.3 Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004) requires that applications be determined in accordance with the Development Plan, unless material considerations indicate otherwise. This point is reinforced by the NPPF, which itself is a material consideration.
- 5.4 Little Plumstead is within the Norwich Policy Area (NPA) and is identified as a Service Village in Policy 15 of the JCS. This means that allocations will be made for small housing developments subject to form and character considerations. Little Plumstead is one of those settlements identified in the policy that is within the NPA and may be considered for additional development if necessary to help deliver the smaller sites in the NPA in accordance with Policy 9 of the JCS. Policy 10 of the JCS lists those settlements identified for major growth which doesn't include Little Plumstead.
- 5.5 Policy GC2 of the DM DPD seeks to locate new development within defined Settlement Limits, but outside of these limits it permits development where it accords with a specific allocation and/or policy of the development plan and does not result in any significant adverse impact. The site is outside of the settlement limits defined for Little Plumstead and is not allocated for any purpose. The proposals do not accord with a specific policy in the development plan that allows for development outside of the settlement limit. Furthermore, the Council is able to demonstrate a 5 year housing land supply for the purposes of paragraph 11d of the NPPF and therefore its development plan policies are up-to-date. As such, it is concluded that the proposals for residential development on this site are contrary to Policy 15 of the JCS and Policy GC2 of the DMDPD.

Material Considerations

- 5.6 A medical centre and a 92 bed extra care independent living facility are also proposed as part of the application. Policy 5 of the JCS states that the local economy will be developed in a sustainable way to support jobs and economic growth both in urban and rural locations. Policy 7 of the JCS sets out that appropriate and accessible health facilities and services will be provided across the area including through new or expanded primary health facilities serving the major growth locations. Policy CSU1 of the DM DPD states that proposals which improve the range of community facilities and local services available within the district may be permitted outside settlement limits where it has been adequately demonstrated that a clearly defined need exists. Health facilities are listed within the Policy as an example of a community facility.
- 5.7 With regards to a clearly defined need for a medical centre on the site, a planning justification report has been submitted with the application which has been produced by Medical Centre Developments, who have confirmed that they will be providing the funding and delivering the medical centre. The report focuses on surgery provision within the Rackheath area. The justification report sets out that there are three aspects of need to consider: the existing provision; the spare capacity within the existing surgery stock; and the scale of future population growth in the area. With regards to the existing provision and spare capacity, this is said to be at full capacity (arguably over-subscribed) meaning that new GP facilities are required in the area. Furthermore, the report assesses the existing NHS GP services whose catchment covers the area and who are currently taking new patients. Of the practice surgeries assessed only one practice takes, on average, less than an hour to reach on public transport. There is therefore considered to be a clear need for a better located, more accessible primary care provision in the area. 3 out of the 4 practices serving the area have considerably more patients per GP than the average across England, suggesting a shortfall in the area. In addition, all of the practices assessed have a higher average percentage of patients aged between 60 and 89 years of age, than the national average.
- 5.8 With regards to future population growth in the area, the Growth Triangle Area Action Plan (GT AAP) aims to develop 7,000 new homes by 2026, rising to 10,000 new homes after that (this figure has risen over the plan period to 13,500). The average house size in the UK is 2.4 people and therefore by 2026 there will be circa. 16,800 additional patients in the area and is a number that will continue to rise. This will undoubtedly increase the pressure on the existing practices serving the surrounding areas and new medical facilities will be required to meet this growth in demand. In addition to population changes impacting the future capacity requirement, the report states that changes within the NHS will also have an impact. The direction of travel is said to be for services that are currently provided in the acute hospital setting, but which could be community based, to move to GP practices. There is also a desire for GP practices to offer a greater array of

services such as midwifery, physiotherapy, minor operations, scanning etc. However, this is only possible where medical centres have the existing space or can be expanded. The new medical centre would be built to accommodate the wider services now being offered by GP practices.

- 5.9 Overall, the report sets out that there is a clear need for improved NHS GP surgery provision in the area with an evident capacity constraint on the existing services, as demonstrated by the higher than average age of the patients and number of patients per GP. It also makes clear that this problem will be exacerbated further as planned housing developments are brought forward.
- 5.10 Working with NHS England and local NHS LIFT (Local Improvement Finance Trust) partner Norlife, the CCG has recently commissioned a Capacity Planning Interim Report which is part of a wider exercise to support estates planning in the Norfolk and Waveney area. The report shows that the existing capacity in many of the practices surrounding the site would not meet the future demand when taking into account new housing developments. This indicates that the application site is well positioned to provide a facility in the immediate future.
- 5.11 In addition, a letter of support has also been received from the Norfolk and Waveney CCG. This sets out that Primary care facilities for the population of Rackheath are predominantly provided in Hoveton, to the north of Wroxham. As of July 2020, Hoveton and Wroxham Medical Centre had 9,048 registered patients of which 1,981 patients resided around the villages of Rackheath and Salhouse. Both villages are approx. 4 to 5 miles from the location of the Hoveton and Wroxham Medical Centre site. Over the last 8 years the Hoveton and Wroxham practice population has increased by 11% and although the practice has managed to meet current demand, significant housing development is also proposed directly to the south of the practice in Rackheath and Sprowston as part of the Broadland Growth Triangle. As set out above, these development plans intend to deliver at least 7,000 new homes by 2026 and more thereafter, which there is very limited capacity in the existing primary care network to meet. Some of this predicted growth would look towards Norwich for primary care provision but some will look towards the existing service in Hoveton. The existing practice is in the process of building a small extension but this will be inadequate to meet all future demand from current catchment area.
- 5.12 As set out above, Medical Centre Developments have confirmed that they will be providing the funding and delivering the build for the proposed medical centre. They have been delivering similar schemes for over 30 years with a portfolio of around 80 purpose-built facilities, many of a similar scale to that being proposed under this application. They also own the nearby medical centres at Drayton and Horsham St. Faiths. A section 106 agreement is in the process of being drawn up, which will safeguard the land for a medical centre and include a condition that a reserved matters application for the medical centre must be submitted within 12 months. The

agreement will also include a pre-commencement condition to deliver the access and services to the boundary of the medical centre site and to ensure that the medical centre is constructed to slab level prior to the occupation of the 40th market plot.

- 5.13 Norfolk and Waveney CCG have now confirmed this site as their current preferred location for a medical centre to serve the population of Rackheath and expected future growth in the area. This is caveated that the delivery of a fully operational site is still the subject of a successful process to commission a provider and satisfaction that the medical centre aspect complies with the NHS England Business case approval process, therefore the CCG confirm that it cannot 100% guarantee that primary care provision will be delivered on this site.
- 5.14 Officers consider that there is sufficient likelihood that this would come forward on this site to give appropriate weight to this in the determination of the application. This taken together with the clear and demonstrable need for a medical centre in this area which would be provided on this site; that an operator has been secured in principle to fund and deliver the medical centre; and a proposed S106 agreement adequately securing the site for a medical centre use, leads officers to give significant weight to this aspect of the proposal as a material consideration and furthermore conclude that this aspect of the proposal complies with Policy CSU1 of the DM DPD and Policies 5 and 7 of the JCS.
- 5.15 In addition, a 92 bed extra care facility (use class C3) is proposed on the site together with the ancillary spaces and facilities to support the residents. This is proposed in outline with all matters reserved save access. It is proposed to be built and delivered by Saffron Housing Trust who manage over 6,000 homes and have delivered similar schemes elsewhere in the County. The facility will comprise self-contained flats that will enable elderly residents to retain their independence and remain active in the community, strengthened by the inclusion of communal spaces as well as outside areas. The model of care being proposed is suitable for a range of care needs while costing less than full residential care. With care staff on site 24/7, it reduces the requirement for a future move to another type of accommodation. The section 106 agreement will safeguard the land for the extra care site and negotiations are still ongoing with regards to potential further trigger points for the extra care scheme.
- 5.16 In terms of need, a new section was added to the National Planning Practice Guidance (NPPG) in June 2019 titled 'Housing for older and disabled people'. It sets out that the need to provide housing for older people is critical, with people living longer lives and the proportion of older people in the population is increasing. In mid-2016 there were 1.6 million people in the UK aged 85 and over; by mid-2041 this is projected to double to 3.2 million. The NPPG sets out the different types of specialist housing designated to meet the diverse needs of older people which includes extra care housing.

- 5.17 Norfolk County Council's Living Well – Homes for Norfolk 2018 outlines a strategy for improving access to and developing extra care housing in Norfolk. It sets out that there is an identified need for increased levels of extra care housing in Norfolk over the next ten years to support more of the older population to remain independent in their local communities. It goes on to state that based on the prevalence of need data, and the reduction in residential placements for the over 65s, Norfolk will need to have an additional 2842 extra care units by the year 2028. Furthermore, Norfolk County Council's document 'Living Well Homes for Norfolk Position Statement, June 2019' sets out that planning designation for extra care housing can be either a C2 or C3 use class, with C3 being proposed with this application. It also states that there was an estimated requirement for 478 extra care housing units in Broadland. However, the actual level of demand could be higher.
- 5.18 In addition, the 'Homes' Policy within the emerging Greater Norwich Local Plan sets out that an increasing proportion of the population is over 65 or disabled, increasing the demand for supported accommodation such as sheltered housing, extra care housing and care homes, residential care and supported living. The local plan seeks to assist Norfolk County Council's aim to reduce residential care home and nursing home dependency and support people to remain more independent in their own homes or in supported housing. The Policy is therefore to support the provision of housing to meet the needs of older people and others with support needs, including sheltered housing, residential/nursing care accommodation and extra care housing. Extra care housing is defined within the Policy as self-contained residential accommodation (where units are rented or owned by the individual or couples who occupy them) with communal facilities designed to meet the needs and aspirations of older people and have care staff on site 24/7. This is as being proposed on the application site.
- 5.19 To help to provide for the need set out in Norfolk County Council's 'Living Well Homes for Norfolk' Position Statement, the emerging Local Plan Policy 5 supports delivery of older peoples' and supported accommodation on housing sites with good access to local services including on sites allocated for residential use. The aim of this is to integrate older people and others with supported housing needs with the wider community, assisting active retirement and community cohesion. It is accepted that minimal weight can be given to the policies within the Greater Norwich Local Plan, given that it is only a draft version at this stage. However it is considered that this further emphasises the need for extra care housing schemes such as that proposed and the direction of travel in future planning policies.
- 5.20 Furthermore, the Planning Statement submitted as part of the application, states that the introduction of the extra care facility will generate approximately 35 full time jobs and 2-3 part time jobs that are directly related to the day to day running of the facility. These include nursing staff, cleaners, kitchen and admin staff. The extra care facility is therefore also

considered to support jobs and economic growth in accordance with Policy 5 of the JCS. Again it is considered that the extra care facility is a material consideration to be given moderate weight in the planning balance. Whether these material considerations are sufficient to outweigh the, previously mentioned, conflict with Policy will be assessed further in the planning balance section of the report.

Affordable housing provision

- 5.21 In addition to the benefits of the medical centre and the extra care facility the application also proposes to deliver affordable housing on the site. Policy 4 of the JCS states that “a proportion of affordable housing, including an appropriate tenure mix, will be sought on all developments of 5 or more dwellings. The proportion of affordable housing, and mix of tenure sought will be based on the most up to date needs assessment for the plan area”. At the adoption of the JCS the affordable housing need was 33% for sites of the scale proposed. Since the JCS was published, the Central Norfolk Strategic Housing Market Assessment (SHMA) June 2017 has provided more recent evidence of need for affordable housing. The affordable housing need for Greater Norwich, as assessed by the SHMA, is 28%.
- 5.22 The applicants therefore propose 28% affordable housing to reflect the identified needs in the SHMA. On the basis that Policy 4 of the JCS requires affordable housing to be provided in accordance with the most up to date needs assessment for the area it is considered that the delivery of 28% affordable housing complies with this policy. Whilst the SHMA is untested, it is significant new evidence which officers consider should be given weight in the planning balance. Officers are satisfied that the most up to date needs identified in the SHMA are a material consideration and that the delivery of 28% affordable housing, which would comply with Policy 4 of the JCS, is acceptable. The Council’s Housing Enabling Officer has raised no objection to the application, whilst the affordable housing will be secured through the Section 106 legal agreement. Therefore the provision of affordable housing is given some, albeit minor weight in the planning balance.

The impact on highway safety

- 5.23 Access to the site is proposed off Broad Lane, adjacent to the existing sub-station. The new access road will be a 6 metre wide type 2 road with two pedestrian footpath connections which will progress into the site. A new 3 metre wide footpath /cycle way is proposed across the frontage of the site before connecting with the existing footpath / cyclepath which runs adjacent to the site’s southern boundary and leads to Thorpe End. The application also proposes to extend and improve the existing footpath on the east side of Broad Lane which links the site with Salhouse Road so that this is a continuous 2 metre wide footway. A Transport Assessment has been submitted with the application in line with the requirements of Policy TS2 of the DM DPD and Policy 4 of the Neighbourhood Plan.

- 5.24 Norfolk County Council as Highway Authority initially raised concerns with regards to the application. During the course of the application revised plans have been submitted and discussions have taken place between the Highway Authority and the applicant. In their latest comments, the Highway Authority have noted that whilst the development will not be facilitating sustainable journeys to the catchment school of Little Plumstead, it is proposing improvements to the footway between the site and Salhouse Road which will assist access to active and sustainable travel. They also accepted that whilst the site is located within the catchment area for Plumstead Primary School, it relates better geographically to Rackheath Primary School which is a short walk away and it is quite possible that children living within the development will attend this school. The Highway Authority have confirmed that they are satisfied that the impact of the proposed development would not be severe and have raised no objection to the application subject to conditions which are proposed to be added to the decision notice as suggested by the Highway Authority, should the application be approved.
- 5.25 The issue of parking on site will be assessed further at the reserved matters stage, once more detailed plans have been submitted, however there is nothing to suggest from the indicative plans that the proposals will not be able to accord with the requirements of Policy TS4 of the DM DPD with regards to parking. Overall, the application is not considered to have a detrimental impact upon highway safety and the application is considered to comply with Policies, TS2, TS3 and TS4 of the DM DPD and Policy 4 of the Neighbourhood Plan.

The impact on the character and appearance of the area

- 5.26 Paragraphs 127 and 130 of the NPPF seek to ensure that development is sympathetic to local character, that developments establish or maintain a strong sense of place and states that permission should be refused for poorly designed development that fails to take the opportunities available to improve the character and quality of an area. Policy 2 of the JCS states that all development will be designed to the highest possible standards and that development proposals will respect local distinctiveness. Policy GC4 of the DM DPD requires proposals to, amongst other things, pay adequate regard to the environment, character and appearance of the area. Policies 1 and 2 of the Neighbourhood Plan state that all development proposals should have a high standard of design and fit in with the character of the village.
- 5.27 As set out previously the site lies outside the settlements limits and therefore is considered to be in a countryside location. However, immediately to the north is a site that has been allocated for residential development where a reserved matters application has recently been approved. Adjacent to the east, on the opposite side of Broad Lane is an established residential area whilst there is a railway line to the south and the Broadland Northway road is within close proximity to the west.

- 5.28 The application is supported by a Landscape and Visual Appraisal which considers that the site and its immediate setting do not represent a “valued landscape” with reference to paragraph 170 of the NPPF. It states that although undeveloped, the proximity of the site to the existing settlement edge of Rackheath and the associated transport infrastructure reduces the perceived rural character of the site. It concludes that the site and its immediate setting is of a low landscape value and of low sensitivity. It is acknowledged that some harm to the character and appearance of the area would inevitably result from the replacement of an open area by built form and that the development would have an urbanising impact on the character and appearance of the site and immediate landscape through the introduction of roads, dwellings, domestic paraphernalia, hardstanding and street furniture. However the Landscape and Visual Appraisal considers that the site has capacity to accommodate a sensitively designed residential development. The Council’s Landscape Architect has confirmed that he does not disagree with the Appraisal and therefore raised no landscape related objections to the application.
- 5.29 There are a limited number of trees on the site, however these are predominantly confined to the northern boundary. An Arboricultural Impact Assessment (AIA) has been submitted with the application. Although it states that due to the indicative nature of the site layout plan, detailed assessment of the proposal’s arboricultural impact has been restricted at this stage, it does set out that it is highly unlikely that tree removals will be required to accommodate the scheme. Overall, the report states that the arboricultural impact of the proposed development is expected to be low and limited to minor pruning work. The Council’s Conservation Officer (Arboriculture & Landscape) has raised no objection to the application but has noted that a revised AIA, accompanied by an Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) will be required once a detailed layout is produced. Further details of the proposed landscaping will also be submitted at the reserved matters stage.
- 5.30 The Council’s Senior Heritage and Design Officer has also raised no objection to the outline application but has provided some comments on the indicative layout for consideration ahead of any reserved matters application.
- 5.31 Policy 1 of the Neighbourhood Plan states that new development will respect and retain the integrity of Great Plumstead, Little Plumstead and Thorpe End Garden Village as distinct settlements, protecting their character as individual villages. It goes on to state that, in particular, it is important that coalescence is avoided between Thorpe End Garden Village and development related to surrounding settlements, ensuring that Thorpe End Garden Village retains the appearance and character of a separate “garden village”. The application site sits on the edge of the Little Plumstead parish boundary and immediately adjacent to the settlement of Rackheath and it is accepted that the development would erode a gap

between these two settlements. However, it should be noted that there are already dwellings within Little Plumstead which are within close proximity to this parish boundary. In addition, it is considered that the proposals will not result in coalescence between surrounding settlements and Thorpe End Garden Village given the degree of separation that would still exist and the buffer provided by the Broadland Northway that sits between the site and the village.

- 5.32 Overall, it is considered that the application would not result in any significant harm to the general character and appearance of the area or the wider landscape. The application is therefore considered to accord with Policies 1 and 2 of the JCS, Policies GC4 and EN2 of the DM DPD and Policies 1 and 2 of the Neighbourhood Plan.

The impact on residential amenity

- 5.33 Policy GC4 of the DM DPD sets out that proposals should pay adequate regard to, amongst other things, meeting the reasonable amenity needs of all potential future occupiers and to consider the impact upon the amenity of existing properties.
- 5.34 The development would impact on views from those residents who live on Green Lane East. However, the loss of a private view is not a material consideration. The proposed access point has been located to minimise any vehicle headlights exiting the site from disturbing the existing bungalow frontages opposite the site. Although the plans are only in an indicative form at this stage, the development site is sufficiently far from neighbouring properties to give officers every confidence that when matters of layout and scale are considered at the reserved matters stage an acceptable scheme which adequately safeguards the amenity of existing residents can be delivered.
- 5.35 Furthermore, a noise assessment has been submitted with the application which sets out that the levels of noise will not require any additional attenuation over and above that offered by a standard building shell specification and standard site fencing. It did however suggest that the amenity areas of nearest plots must be situated at least 80m from the A1270 to meet BS 8233 Amenity Space guidelines. The results of the report has been accepted by the Council's Community Protection Officer. The Community Protection Officer did also suggest some further attenuation options which can be addressed at the reserved matters stage.
- 5.36 The Community Protection Officer did question whether the acoustic consultant could model the noise based on the projected increase in road traffic on this road to ensure that the proposed noise mitigation is suitably robust. The applicants have responded to state that, given that the surveys were undertaken in 'pre-pandemic' conditions and that the future traffic flows on the roads as a consequence of the changes to working from home routines will likely change, it would be difficult to accurately model the future

traffic flows at this point. Notwithstanding this, this matter can be considered further when the detailed designs are submitted through the reserved matters process.

- 5.37 The development site is within 15m of a sewerage pumping station and access is required by Anglian Water for maintenance. The development would not prejudice the ability to access this. Anglian Water has advised that dwellings located within 15m of the pumping station would be at risk of noise, odour and general disruption and the site layout should have regard to this. This is matter to be considered at reserved matters stage however the indicative layout demonstrates that this can be complied with.
- 5.38 Overall, it is considered that future occupiers should not be adversely affected by noise in accordance with EN4 of the DM DPD and that the proposals will not have any significant detrimental impact upon neighbour amenity in accordance with Policy GC4 of the DM DPD.

The impact on ecology

- 5.39 Policy EN1 of the DM DPD expects developments to protect and enhance the biodiversity of the district. In support of the outline application is an Ecological Appraisal which identifies that given the development is within an arable field the habitats within the site are not considered to form important ecological features and their loss would be of negligible significance. It also states that the site generally offers limited opportunities for protected species and no evidence of any such species was recorded.
- 5.40 The appraisal has identified that an offsite wooded strip is considered to form an important ecological feature of local importance, although this will be fully retained under the scheme. The appraisal also noted that it is likely that birds nest within suitable habitat at the site and could therefore potentially be adversely affected by the proposals, in addition to small mammals and reptiles. Appropriate mitigation measures, centred on the careful timing of works and sensitive clearance of suitable habitat, will therefore be implemented to safeguard nesting birds, small mammals and reptiles during relevant site clearance works. The appraisal concludes that the proposals are considered unlikely to result in significant harm. This is a view shared by the County Ecologist who has raised no objection to the application subject to conditions requiring works to be carried out in accordance with the Ecological Appraisal and further great crested newt surveys to be undertaken. A condition is also to be imposed regarding the need for a lighting scheme to be submitted.
- 5.41 Considering ecology more broadly, the Habitats Regulations Assessment (HRA) concludes that subject to the provision of a minimum of 2.4 hectares of open space, pedestrian and cycle links and information packs setting out what open spaces are available and how impacts on vulnerable wildlife can be avoided, there will be no adverse impacts on the integrity of Natura 2000 sites, either alone or in combination with other plans and projects. The

County Ecologist has commented that they are satisfied that the HRA is fit for purpose and have raised no objection to this. The proposed development should provide sufficient open space on site to meet the requirements of Policy EN3. Mitigation, secured through the section 106 agreement will be triggered should the detailed plans fail to meet the open space requirements onsite. As the competent authority, in carrying out the Appropriate Assessment, the Council therefore considers that subject to the mitigation there would be no adverse effects on the integrity of the Natura 2000 sites. Overall, at this stage, it is considered that the proposals accord with the aims of Policy EN1 of the DM DPD as well as Policies 5 and 6 of the Neighbourhood Plan.

The impact on flooding and drainage

- 5.42 Policy CSU5 of the DM DPD states that mitigation measures to deal with surface water arising from development proposals should be incorporated to minimise the risk of flooding on the development site without increasing risk elsewhere. Policy 1 of the JCS states that development will be located to minimise flood risk, mitigating any such risk through design and implementing sustainable drainage.
- 5.43 The site is fully located within the Environment Agency's (EA) flood zone 1 and is not within a surface water flooding area. Therefore the site is not considered to be within an area at high risk of flooding. The EA surface water flood maps suggest that the majority of the site is primarily at a 'very low' risk of surface water flooding from extreme rainfall, which is defined as having a less than 1 in 1000 chance of flooding. Two small areas within the site are however identified as being at high risk of surface water flooding (i.e. risk is greater than a 1 in 30 annual probability for flood risk from surface water flooding). A Flood Risk Assessment (FRA) has been submitted with the application which proposes the use of infiltration including the use of cellular soakaways and the Lead Local Flood Authority raised no objections to the proposals.
- 5.44 The FRA concludes that the scheme can be constructed and operated safely and without significantly increasing the risk of flooding to the site and surrounding area, pending a response from Anglian Water and providing the mitigation measures outlined are implemented. Anglian Water have commented and have raised no objection to the application. Overall, it is considered that the application complies with CSU5 of the DM DPD, policy 1 of the JCS.

Other issues

- 5.45 The County Ecologist and the Council's Infrastructure Officer initially raised concerns that there was insufficient green infrastructure being provided on site. The County Ecologist has since raised no objection to the application and further details of the open space will be provided through the detailed

design process at Reserved Matters stage where this will be further assessed.

- 5.46 There is an intermediate pressure gas pipeline that runs adjacent to the railway line and the site. The pipeline has an easement in operation, which must be kept clear and free for access at all times. The indicative plans show that no buildings or structures are proposed within the easement. Cadent Gas have been consulted on the application and have raised no objection.
- 5.47 Norfolk County Council's Principal Planner (Minerals and Waste) have commented that sand and gravel deposits are identified on parts of the site. They have raised no objection to the application but have requested that a condition is added to any subsequent approval requiring a Materials Management Plan which estimates the quantities of material which could be extracted from groundworks and reused to be submitted and approved by the Local Planning Authority. It is confirmed that such a condition is to be added as requested, should the application be approved.
- 5.48 The Council's Environmental Management Officer has raised no objection to the application but has asked for a site investigation condition to be added and why an air quality assessment has not been carried out. The applicants have provided a response setting out that an air quality assessment is not considered necessary at outline application stage for a scheme in the location of that of this proposal. Residential development has been approved directly adjacent to the proposal site and the general constraining factors, such as the NDR along with the accepted built form in the area, have been considered when establishing the general form and parameters of the proposed development. This is something that can be considered further at the reserved matters stage when the residential elements of the scheme are considered in more detail.
- 5.49 An Archaeological Assessment has been submitted with the application. The Historic Environment Service have commented on this, raising no objections and stating that do not wish to make any recommendations for further archaeological work.
- 5.50 Policies EN3 and RL1 of the DM DPD require the provision of green infrastructure and formal recreational space (children's play, sports facilities and allotments) on developments of the scale proposed. The precise amount of green infrastructure and formal recreational space would be dependent on the final housing mix and given the outline nature of the application this cannot be determined at this stage. However, the indicative layout demonstrates how informal open space could be achieved on site based on the indicative plans.
- 5.51 The application has been screened under the EIA regulations where it is considered that significant effects on the environment are not likely and an EIA is not therefore required.

- 5.52 Policies 1 and 3 of the JCS require the sustainable construction of buildings and water conservation in addition to requiring 10% of the predicted energy requirements to be delivered by on site decentralised and renewable or low carbon energy. Precise details and compliance with the policy is proposed to be secured by condition.
- 5.53 The proposals will be liable to pay towards the Community Infrastructure Levy (CIL) with the amount to be calculated at the Reserved Matters stage.
- 5.54 Under Section 143 of the Localism Act the Council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.

Planning balance

- 5.55 Returning to the issue of whether the material considerations set out in paragraphs 5.6 to 5.19 are sufficient to outweigh the conflict with Policy it is first considered appropriate to summarise the harms that the scheme will have.
- 5.56 The main harm is the fact that the site is located outside of the defined settlement limit and the proposals do not accord with a specific policy in the development plan that allows for residential development outside of the settlement limit. The application is therefore contrary to Policy 15 of the JCS and Policy GC2 of the DMDPD and will result in policy harm in allowing un-planned development in what should be a genuinely plan led system. In addition, although the proposals are not considered to result in a significant harm to the general character and appearance of the area, there will be some harm of encroaching into open countryside and there is considered to be some conflict with Policy 1 of the Great and Little Plumstead Neighbourhood Plan given that the proposal will erode part of a gap between the settlements of Rackheath and Little Plumstead.
- 5.57 Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004) requires that applications be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 5.58 Although outside the settlement limit, the residential development of up to 130 market and affordable houses will provide some benefit. However given that a 5-year housing land supply can be demonstrated, the residential development proposed on the site is considered to be a benefit of little weight and this on its own is not considered to outweigh the harms identified above.
- 5.59 The provision of the extra care facility is considered a benefit in planning terms especially considering the demonstrated need for such schemes in the area, as set out in paragraphs 5.15 to 5.18 of this report. Whilst positive

weight is attached to the extra facility, it is considered that the benefits of this scheme would also not be sufficient on their own to outweigh the harms, when viewed in the context of the fundamental policy harm in allowing un-planned development in what should be a genuinely plan led system, along with the harm in allowing the new housing to extend beyond the limits established in the development plan and encroaching into open countryside. However in affording weight to this as a material consideration in combination with other factors the Council will need to secure through appropriate triggers that this aspect of the scheme is delivered.

- 5.60 The medical centre, however would provide a facility for which, as set out in paragraphs 5.7 to 5.11 of this report, there is clearly a demonstrated need for in the immediate area. With an operator now secured and a section 106 agreement adequately securing the site for a medical centre use as well as the other triggers in place, it is considered that this is a significant material consideration to be given weight in the planning balance.
- 5.61 From an economic perspective, there would be significant local economic benefits gained from the construction of the development; the significant job creation at the extra care facility and the significant job creation at the medical centre and also from the additional household expenditure and Council revenue as well as monies from the Community Infrastructure Levy. In addition, the need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration. This weighs in favour of the proposal.
- 5.62 From a social perspective the proposals would provide extra care and medical facilities on the site, with both being demonstrated to be much needed in the area. The introduction of the extra care facility will reduce elderly residents' sense of social isolation by ensuring that they become part of an established and expanding community with easy access to existing and proposed services and facilities. The proposals for the extra care facility and a medical centre on the same site would also help to serve the health needs of this mixed and balanced community. The proposals would support communities' health, social and cultural well-being as sought in paragraph 8 of the NPPF and provide much needed community facilities. Although outside the defined settlement the site is considered to be in a sustainable location. As part of the plans, there will be a continuous footpath / cycleway linking the site with the existing footpath that leads to Plumstead Road as well as a continuous footpath linking the site with Rackheath. Furthermore, members are advised that the applicant has agreed to provide a continuous footpath / cycleway extension along Plumstead Road towards Thorpe End on other land that they own. This will provide a footpath / cycleway from the village hall in Thorpe End all the way to the application site and then further on into the village of Rackheath through the upgrades to Broad Lane. A condition will be added to secure this. The site is therefore very well related to the existing services and facilities within Rackheath and Thorpe End and overall the application is considered to provide significant social benefits.

- 5.63 Although the site is located outside the settlement limit and will result in some harm due to the loss of an open field, the application will not result in tree removals or significant harm to the character and appearance of the area or have any detrimental impact upon the wildlife and biodiversity on the site where there will also be enhancements secured. The application is therefore considered to have a neutral impact from an environmental perspective.
- 5.64 Overall, it is considered that the cumulative benefits highlighted in the sections above outweigh the policy harms identified.

Conclusion

- 5.65 In conclusion, the proposed development will provide market and affordable homes but will also deliver benefits to the community through the provision of an extra care facility to meet an identified need in the County as well as a medical centre for which there is considered to be a demonstrated need in the area and which is considered to be a significant benefit. The site is considered to be located in a sustainable location and will provide significant social and economic benefits. It is also considered that the development will not result in demonstrable harm to the general character and appearance of the area, residential amenity, highway safety, ecology or flooding and drainage.
- 5.66 It is considered therefore that the benefits of this scheme outweigh the harms of this scheme. On balance, the application is considered acceptable and is therefore recommended for approval subject to the satisfactory completion of the Section 106 agreement and the below conditions.

Recommendation: To delegate authority to the Assistant Director of Planning to **APPROVE** subject to the satisfactory completion of a Section 106 Agreement relating to the following heads of terms, further agreement of terms in relation to triggers for the delivery of the extra care housing and subject to the following conditions.

Heads of Terms:

- (1) Safeguard 1 Acre of land for a Medical Centre as shown on plan reference RAC – SL 01e;
- (2) Safeguard 3 Acres land for an Extra Care site as shown on plan reference RAC – SL 01e;
- (3) Pre-commencement condition to deliver the access and services to the boundary of the medical centre site;
- (4) A Reserved Matters/Full planning application for the Medical Centre to be submitted within 12 months;

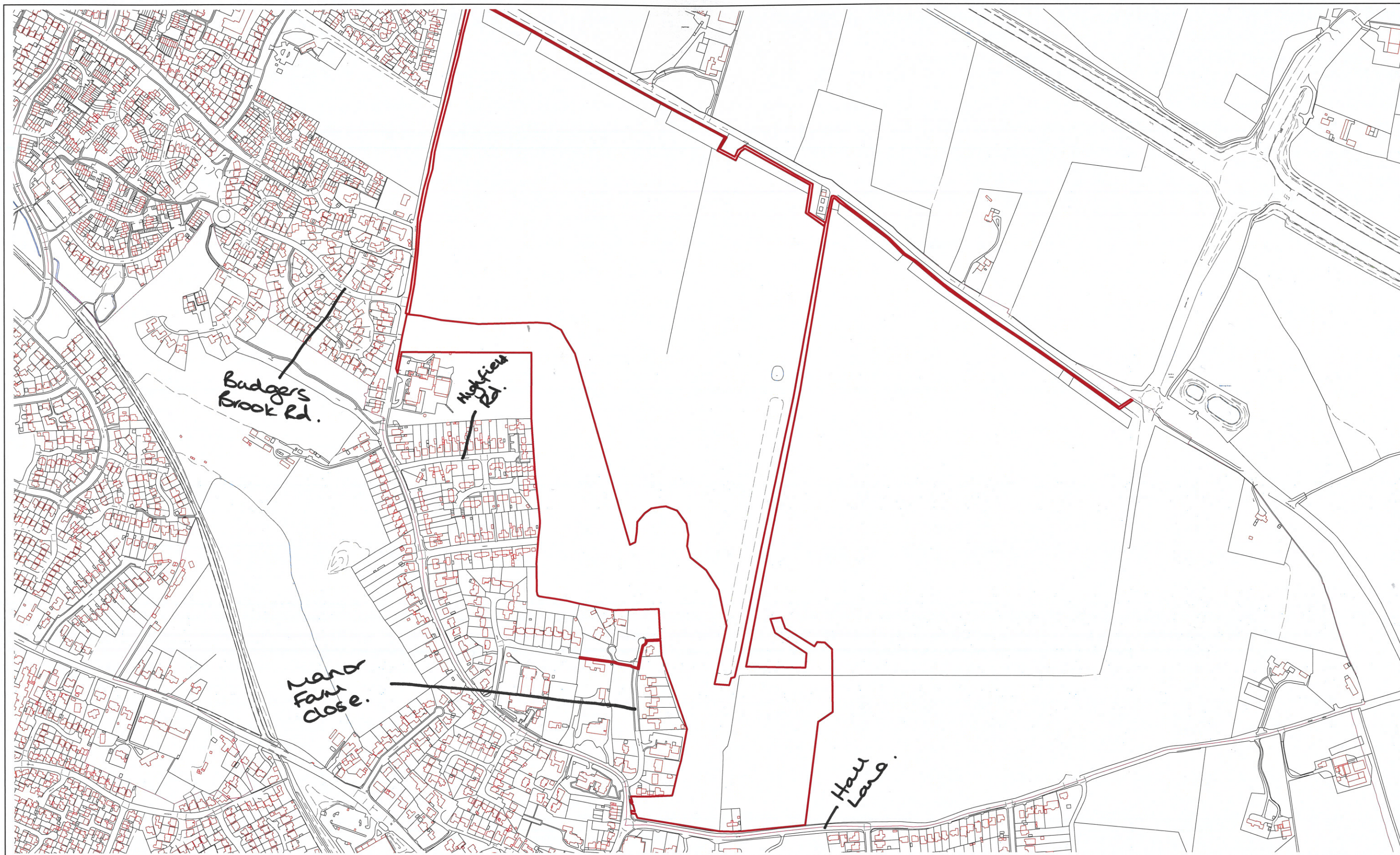
- (5) Construction of the Medical Centre to slab level prior to the occupation of the 40th Market plot.
- (6) Policy compliant affordable housing (28% - 50% affordable rent:50% shared equity charge);
- (7) Policy compliant Green Infrastructure and recreational open space provision;
- (8) Residential Travel Plan.

Conditions:

- (1) Time limit
- (2) Details of reserved matters
- (3) Plans and documents
- (4) Highways – visibility splays
- (5) Highways – on-site parking for construction workers
- (6) Highways – construction traffic management plan
- (7) Highways – development to comply with construction traffic management plan for duration
- (8) Highways – scheme for off-site highway works
- (9) Highways – off-site highway works to be completed to written satisfaction of LPA
- (10) Highways – Traffic Regulation Order for extension of the existing 30mph speed limit
- (11) Highways – Interim Travel Plan to be submitted
- (12) Highways – implementation of Interim Travel Plan
- (13) Highways – details of footpath / cycleway along Plumstead Road to be provided
- (14) Drainage scheme to be submitted and approved
- (15) AIA, AMS and TPP to be submitted and approved
- (16) Ecology – compliance with Ecological Appraisal
- (17) Ecology – further great crested newt survey
- (18) Ecology – Ecological Appraisal – survey validity
- (19) Ecology – lighting design strategy to be submitted
- (20) Ecology – ecological design statement to be submitted
- (21) Site investigation report to be submitted and approved
- (22) Unexpected contamination
- (23) 10% renewable to be agreed
- (24) Materials Management Plan – Minerals
- (25) Fire Hydrant

**Contact Officer,
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Application No: [20200640](#)
Parish: **Drayton**

Applicant's Name: Hopkins Homes Limited
Site Address: Land at Manor Park, Drayton
Proposal: Erection of 267 Dwellings with associated vehicular access, landscaping, open space, car parking and pedestrian links

Reason for reporting to committee

The planning application is being recommended for approval contrary to the current development plan policies.

Recommendation summary:

Delegate authority to the Assistant Director Planning to approve subject to the completion of a Section 106 agreement and conditions.

1 Proposal and site context

- 1.1 The application seeks full planning permission for the erection of 267 dwellings with vehicular access, landscaping, open space, car parking and pedestrian links. The site has the benefit of outline permission for up to 250 dwellings granted in February last year. This is a full application because details have changed relating to the application site, and the increase in the number of dwellings proposed.
- 1.2 The application plans are accompanied by a planning statement, a design and access statement, Section 106 heads of terms, a statement of community engagement and a series of technical reports including; air quality report, arboricultural impact assessment, archaeological assessment, asbestos survey, bird hazard risk assessment, contamination report, ecology reports, energy statement, flood risk assessment and drainage strategy, landscape and visual impact assessment, noise assessment, transport assessment, a travel plan and a utilities report.
- 1.3 The site is to the north-west of Norwich adjacent to the village of Drayton. It is 16.23ha in size and lies to the east of School Road and north of Hall Lane. It is in agricultural use, for the growing of crops. It is bounded to the north and east by arable farmland. To the south the site is bounded by Hall Lane and includes a pair of unoccupied semi-detached houses which front Hall Lane. A variety of residential dwellings including detached and semi-detached two storey houses and bungalows bound the site to the west. These include the partially developed cul-de-sac, Manor Farm Close, Vawdrey Road, Cator Road, Glebe Close and Highfield Road. The northern part of the site wraps around Drayton Infant School.

- 1.4 The site is not flat and undulates in a number of ways, predominantly sloping up Hall Lane to the east and upwards towards the north, with the highest point being close to Highfield Road.
- 1.5 To the east there is a mature hedge running from Hall Lane northwards until it almost meets the newer but substantial tree belt which runs up to a large pond situated outside of the site. Where the site cuts diagonally back towards Drayton Infant School the boundary is open to the fields beyond to the north. To the south there is a low bank between the site and the public footpath. There are a variety of boundary treatments on the west where the site butts up to the existing houses, including some substantial trees, fences and hedging.
- 1.6 The site is to be served by two points of vehicular access, one onto Hall Lane to the south and one onto School Road to the north. There is no vehicular access from Cator Road although a new turning head is shown to be provided within the site at the end of Cator Road. There are a network of paths and cycleways proposed through the development with links to Manor Farm Close and Cator Road to the west and School Road to the south west. Outside the site there would be a new footpath provided alongside School Road up to Reepham Road, with a new footpath to the south of Reepham Road from its junction with School Road to the roundabout at Drayton Lane and a new footpath from the site to the north alongside the tree belt to Reepham Road.
- 1.7 The application shows a mix of house types, from 1-bed flats to 4-bed houses; including 88 affordable homes, which equates to 33% affordable housing. Land is provided for an expansion of the adjacent doctor's surgery which runs along its rear boundary and is 23 metres wide. A series of infiltration basins of varying sizes are located throughout the southern part of the site to intercept the surface water and form part of both the SuDS and landscaping of the site. Further landscaping relates to existing features, such as the substantial tree belt to the east, creating a green infrastructure link whilst the open spaces provide buffers to some of the existing housing to the west and the open countryside to the east.
- 1.8 Provision of open space will be a combination of informal areas throughout the development and play space totalling 3.285ha including an equipped children's play area (LEAP) on the eastern side of the site. An area of 1100m² is to be provided as allotments with 6 parking spaces on the eastern boundary, roughly in the centre of the site.
- 1.9 The development will require a S106 agreement which will secure the delivery on-site of affordable housing, the provision and maintenance of open space, an equipped play area, allotments, drainage infiltration basins, land for expansion of the surgery and off-site highway improvements. This includes an in-lieu contribution for off-site recreational provision at Florence Carter Memorial Park, the King George V and Longdale playing fields and in the parish generally. It will also secure the provision and maintenance of three new off-site green infrastructure footpaths. Through consultation with the

Highway Authority the applicant has agreed to include payment towards up-grading bus stops on School Road and the bus shelter near the junction with Cator Road, together with a payment to Norfolk County Council to implement a suitable traffic calming scheme along Carter Road, George Drive and Bone Road.

2 Relevant planning history

- 2.1 [20161066](#): Up to 250 homes, allotments, access, public open space and associated infrastructure. Outline approval 17 February 2020, S106 completed.
- 2.2 [20130885](#): Development of up to 200 homes, allotments, access, public open space and associated infrastructure. Outline approval 13 August 2015, S106 completed.
- 2.3 [20130867](#): EIA Screening. Not EIA development, 12 July 2013.

3 Planning Policies

3.1 National Planning Policy Framework (NPPF)

NPPF 02: Achieving sustainable development
NPPF 04: Decision-making
NPPF 05: Delivering a sufficient supply of homes
NPPF 06: Building a strong, competitive economy
NPPF 08: Promoting healthy and safe communities
NPPF 09: Promoting sustainable transport
NPPF 11: Making effective use of land
NPPF 12: Achieving well-designed places
NPPF 14: Meeting the challenge of climate change, flooding and coastal change
NPPF 15: Conserving and enhancing the natural environment
NPPF 16: Conserving and enhancing the historic environment
NPPF 17: Facilitating the sustainable use of minerals

3.2 Joint Core Strategy (JCS)

Policy 1: Addressing climate change and protecting environmental assets
Policy 2: Promoting good design
Policy 3: Energy and water
Policy 4: Housing delivery
Policy 6: Access and Transportation
Policy 7: Supporting Communities
Policy 9: Strategy for growth in the Norwich Policy Area
Policy 12: The remainder of the Norwich Urban area, including the fringe parishes

3.3 Broadland District Council Development Management Development Plan Document (DM DPD) 2015

Policy GC1: Presumption in favour of sustainable development
Policy GC2: Location of new development
Policy GC4: Design
Policy EN1: Biodiversity and Habitats
Policy EN2: Landscape
Policy EN3: Green Infrastructure
Policy RL1: Provision of formal recreational open space
Policy TS2: Travel plans and transport assessments
Policy TS3: Highway safety
Policy TS4: Parking guidelines
Policy CSU4: Waste collection and recycling facilitates within major development
Policy CSU5: Surface water drainage

3.4 Broadland District Council Site Allocations Development Plan Document 2016

This site is allocated as DRA1 Specific Policy: To be in accordance with planning permission [20130885](#) which includes up to 200 dwellings, allotments, open space and associated infrastructure.

3.5 Drayton Neighbourhood Plan (2016)

Policy 1A: Design
Policy 1B: Housing and Employment
Policy 1C: Natural Environment
Policy 1E: Traffic Congestion
Policy 2A: Building Materials
Policy 3: Maintaining important views
Policy 5: Flooding
Policy 7: Footpaths & Cycling
Policy 8: Nature Conservation
Policy 9: King George V playing field improvements

3.6 Supplementary Planning Documents (SPD)

BDC Recreational Provision in Residential Development SPD
BDC Landscape Character Assessment
BDC Parking Standards SPD
BDC Affordable Housing SPD

3.7 Statutory duties relating to Listed Buildings and setting of Listed Buildings:

S16 (2) and S66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 provides that in considering whether to grant planning permission or listed building consent for development which affects a listed

building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

4 Consultations

4.1 Drayton Parish Council:

Reviewed amendments and recognises improvements particularly relating to previous drainage concerns. Support improved submission. However;

- School Road junction traffic concern. Junction/splay should be revisited – too close to school. Speed limit should be reduced from national speed limit.
- Audit trail for drainage maintenance required to ensure flooding mitigation.

Revised Bird Hazard Risk Assessment Addendum – no comments.

Revised highways plans and further details on traffic calming scheme in area of Carter Road/George Drive - No comment or objection to revised plans.

4.2 District Councillor:

No comments received.

Norfolk County Council:

4.3 Highway Authority:

Original plans – Holding objection; revisions required in respect of parts of the internal site roads, the visibility splays at the site accesses, demonstration that the development will not have an adverse effect on the traffic flows taking account of the Broadland Northway, widened footpaths on both sides of Hall Lane and the area of the traffic calming zone should be extended to beyond just Carter Road.

Revised plans and supporting information – No objection subject to the imposition of conditions and informatives. Traffic calming zone in Carter Road/George Drive/Bone Road area to be conditioned and delivered under a S278 agreement.

4.4 Lead Local Flood Authority:

Original plans – Requires a Flood Risk Assessment and Drainage Strategy.

Revised plans – No objection subject to the imposition of a condition requiring detailed design of the surface water drainage scheme.

4.5 Ecologist:

No objection subject to the imposition of conditions and informatives to secure and enhance ecological features and ensure sensitive site clearance.

4.6 Infrastructure and Section 106:

There is capacity at High School level but insufficient capacity at Early Education, Infant and Junior Schools. The infrastructure will need to be funded through CIL.

Requests a condition to require 1 fire hydrant per 50 dwellings (£843 each)

Library: mitigation will be required.

Green Infrastructure: Connections should be considered and direct mitigation and green infrastructure provision should be included within the site. Strategic green infrastructure will be funded through CIL.

4.7 Historic Environment Service:

Requests the imposition of a condition for archaeological investigation.

4.8 Minerals and Waste:

Objects unless a condition is imposed to require investigation, assessment and a Minerals Management Plan for extraction of any minerals is prepared for the site.

Broadland District Council:

4.9 Pollution Control Officers:

Ground Contamination. Report states no contamination but one sample shows potential risk from former pits. Also to require further demonstration of soil suitability for residential use. Condition required for further assessment of ground conditions.

Noise. No objections subject to noise mitigation works as proposed in submitted report being carried out.

Air Quality. Agree with Air Quality Report, operational traffic will have a negligible impact. Require a condition that a Construction Environmental Management Plan, to include dust emissions to be submitted prior to development commencing.

4.10 Heritage and Design Advisor:

The scheme has been subject to amendments and is acceptable. Having assessed the application against the building for life criteria the proposals are appropriate. Request external materials condition.

4.11 Contracts Officer (Refuse Collection):

Original plans – General and specific comments on the plans submitted. Request revisions in respect of locations of some bin collection points, evidence through vehicle tracking plans that a Council refuse collection vehicle can adequately manoeuvre through the development.

Revised plans – The revised plans and tracking details show that this is thoroughly workable as far as waste collection is concerned.

4.12 Housing Enabling Officer (Affordable Housing):

All previous comments have been addressed and the affordable housing mix revised;

88 affordable dwellings (x53 rent and x35 shared ownership)

All rental units will meet Level 1 space standards.

Includes 2 x3 bed bungalows suitable for w/c adaptation.

Provides a very good mix of affordable dwellings.

Others

4.13 Norfolk Constabulary Architectural Liaison Officer:

The north/north west area of Norwich is served by Taverham Police Station, however there is no extra capacity to serve the proposed scale of growth. Norfolk Police is actively seeking a replacement facility for the area to serve the growth planned for this part of Norwich, including that from the application site. Need to fully consider the effects of the development on policing and ensure that the developer contributes to the necessary facilities/infrastructure.

4.14 Anglian Water:

Assets owned by Anglian Water are affected – informative to be attached.

Foul Water Drainage

Whitlingham Trowse Water Recycling Centre will have capacity for the foul drainage flows. Foul water strategy should be required by condition and informatives to be added.

Surface Water Drainage

Preferred method is SUDS. LLFA and EA should be consulted.
Condition required.

4.15 Norwich Airport:

Original plans - Holding objection. Details required of ownership/maintenance of drainage basin because of the potential bird hazard.

Revised details – Object, unless a condition is imposed which requires a Construction Management Plan be submitted for approval to include details of tall equipment and/or cranes as part of the construction of the development.

Officer comment: The applicant has confirmed that the construction of the development will not require tower cranes or other tall equipment and on this basis I don't consider it necessary or reasonable to impose such a condition.

Other Representations:

4.16 182 properties adjacent to the site were notified and 27 residents have submitted letters of representations to the consultation, of which 26 were objections with comments to be taken into account and 1 in support. The full details are available online and the objections can be summarised as follows:

- The principle of the development
- Increase in traffic, congestion and highway safety in the area
- Concerns about traffic resulting from new Vawdrey Road footpath
- Traffic calming needed particularly on Carter Road
- Flooding in the area, surface water drainage problems
- The lack of capacity at the doctor's surgery
- Lack of capacity at local schools
- Environmental impact
- Loss of countryside
- Impact on wildlife
- Impact on TPOs and other trees and hedges
- Overlooking to rear gardens of dwellings on Manor Farm Close
- Disturbance and impact on amenity of existing residents
- Need more details of boundary treatments and need buffers to houses
- Need footpath links
- S106 traffic calming payment should be paid before development starts
- Impact during construction

4.17 Drayton Medical Centre's Management Company:

Support. Request amendment to provide access road to rear to new houses and aid construction of extension.

4.18 Inclusive Schools Trust and Drayton Community Infant School:

Concerned about the impact of the development on the Infant School and that this is taken into account in respect of:

- The Infant School has capacity to accommodate the potential children from this development but the private nursery on-site does not,
- The before and after school clubs do not have capacity for the extra children,
- The developer should be asked to construct a new classroom or stand-alone facility for the additional children,
- Will the allotments be for residents only or the wider community?
- The school has concerns about the impact on parking both during and after completion of the development,
- Impact of dust from the development on pupils,
- Safeguarding concerns as the site backs onto the school playing field, a secure boundary fence is needed,
- The noise survey does not take account of the noise from the children on the school premises, would not want this to cause complaints from new occupiers in the future,
- There is no mention in the proposed S106 to fund any school improvements, this will be needed if development proceeds.

5 Assessment

Key Considerations

- 5.1
- The principle of the development
 - Housing land supply
 - Planning history including previous planning obligations
 - Whether the application as submitted adequately demonstrates that the proposed development will not result in a detrimental impact on highway safety, flood risk, the character and appearance of the surrounding area, adjacent listed buildings, existing landscaping and biodiversity and the residential amenity of neighbouring properties and of potential future occupants

The principle of the development

- 5.2 Applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. This point is reinforced by the NPPF, which itself is a material consideration as is the Planning Practice Guidance.
- 5.3 The application site lies outside of the settlement limit for Drayton as defined by the Site Allocations DPD and therefore there is a presumption against development proposals unless they comply with a specific allocation and/or policy of the Local Plan. However, the site is allocated for residential development under Policy DRA1 of the Site Allocations DPD following the

approval of outline permission ref: 20130885. Policy DRA1 states the site *'is to be developed in accordance with permission 20130885. This will include the development of 200 dwellings, allotments and open space'*.

- 5.4 In addition, the JCS defines Drayton as being located within the Norwich Policy Area (NPA) and the JCS states that approximately 33,000 new homes will be built within the NPA by 2026. Policy 9 states that smaller sites within the NPA must contribute 2,000 dwellings towards this target. Furthermore Policy 12 of the JCS identifies Drayton as an urban fringe parish capable of accommodating small and medium scale housing growth.
- 5.5 Drayton is well-served by a range of facilities, the majority are within walking distance from the application site. These include: a doctor's surgery, dentist, Infant School, Junior School, various convenience and specialist shops, butchers, public houses, pharmacy, the Bob Carter Centre with social club and recreational facilities, a children's nursery, garage, commercial units, place of worship and more than one residential care home. Secondary education is provided for at Taverham High School around 2km from the site. It also has access to public transport direct into and from Norwich and the surrounding area.
- 5.6 The allocation Policy DRA1 in the Site Allocation DPD accepts that this is a sustainable location for new residential development and therefore I consider that the principle of development is acceptable.

Housing land supply

- 5.7 Consideration must be given to the supply of land for housing in the Greater Norwich Area. The most recent Greater Norwich statement on five-year housing land supply was published in the Annual Monitoring Report (AMR) 2018-2019. This statement shows that there is currently 5.89 years housing land supply within the Greater Norwich Area. Given that there is in excess of a five-year supply of housing land this application must be considered in the context of Policy GC2 of the DM DPD which states 'New development will be accommodated within the settlement limits defined on the policies map. Outside of these limits development which does not result in any significant adverse impact will be permitted where it accords with a specific allocation and/or policy of the development plan.' As the site is outside the settlement limit and the proposed number of dwellings is in excess of those specified in the allocation it is necessary to consider whether the development results in any significant adverse impacts. The impacts of the development are assessed further in this report.
- 5.8 As stated at paragraph 5.4 above, Drayton is defined in the JCS as part of the urban fringe where Policy 12 of the JCS states that such settlements are capable of accommodating small and medium scale housing growth to contribute to meeting the housing targets of the JCS.
- 5.9 It should also be noted that Chapter 11 of the NPPF is titled 'Making Effective

Use of Land’ and para. 117 of the NPPF advises that ‘Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses while safeguarding and improving the environment and ensuing safe and healthy living conditions...’. The proposal to increase the number of houses that are built on this site represents a more effective use of the land than the extant outline consent.

Planning history including previous planning obligations

- 5.10 Since the Site Allocations DPD was adopted in 2016 a subsequent outline planning permission was approved in February last year under ref: 20161066 for up to 250 dwellings. This outline consent is extant and requires a Reserved Matters application to be submitted not later than two years from the date of the decision (expiring on 17/02/2022). The existence of this outline consent is a significant material consideration in this case and ensures that the site has the benefit of an extant outline permission for residential development for up to 250 dwellings. The current proposal for 267 dwellings is predominantly on the same site, although it has been extended in part to the east to accommodate the proposed surface water drainage scheme into the red line of the application site. The application proposes an additional 17 dwellings over and above that already approved, which can be adequately accommodated mainly as a result of the on-site surface water drainage proposals being re-designed into a series of infiltration basins along the eastern boundary of the site rather than the one very large lagoon which was approved under the previous outline application.
- 5.11 In line with the Development Plan policies and other benefits, the extant permission is subject to a S106 legal agreement which requires the provision of:
- Affordable Housing at 33% of the total development,
 - Open Space,
 - Allotments,
 - Doctor’s surgery expansion land,
 - A sum of £30,000 index linked for a traffic calming scheme in the Carter Road/George Drive area with implementation on the occupation of the 50th dwelling,
 - A sum of £31,500 index linked for the improvement and maintenance of public transport serving the development,
 - A sum of £157,027 index linked for the provision of off-site recreational facilities in Drayton, and
 - The provision of a network of green infrastructure footpaths comprising to the east of School Road to Reephams Road, to the south side of Reephams Road to the roundabout at Drayton Lane and from the development across the fields to the north east to connect to the new footpath beside Reephams Road.
- 5.12 The current application recognises the need to comply with Council planning policies whilst minimising the impact of the development on the surrounding area and proposes carrying forward the previous obligations with the following

additions:

- The sum for the traffic calming scheme in the Carter Road/George Drive area is to be increased to £50,000 and is to be provided prior to the first occupation of the development rather than on the occupation of the 50th dwelling (to be delivered through a S278 agreement with the Highway Authority),
- A footpath is to be provided from the development into the rear of the doctor's surgery expansion land,
- Footpath to be widened from the development access on School Road to Drayton Infant School, and
- Footpath/cycleway to be provided along part of School Road from its junction with Manor Farm Close to the pedestrian crossing near the mini-roundabout.

- 5.13 The proposal therefore complies with Policy 4 of the JCS relating to the provision of affordable housing, and DM DPD Policies EN3 requiring green infrastructure and RL1 which requires provision of formal recreational space. It also takes account of the need for improvements to recreational facilities within Drayton as required by Policy 9 of the Neighbourhood Plan. The other aspects of the proposed development and its s.106 obligations are assessed in the following paragraphs.

The impact on highway safety

- 5.14 The application proposes two vehicular accesses; one to the north on School Road and the other to the south on Hall Lane. These points of access are as per the extant outline permission. Pedestrian accesses are provided to the west into Cator Road and Manor Farm Close with a connecting footpath to Vawdry Road and to the south west corner of the site onto School Road. In assessing the details of the application the Highway Authority requested revisions to parts of the roads within the development, further information in respect of the traffic patterns and the impacts of this development now that the Broadland Northway is open, an assessment of the visibility splays on Hall Lane and School Road to take account of the traffic calming that has taken place on Hall Lane and the traffic use of the Broadland Northway, request for a widened footpath along Hall Lane to School Road and that the traffic calming scheme proposed on Carter Road should be extended to also include George Drive and Bone Road.
- 5.15 Revised details have been submitted to address each of these points and in the case of the traffic calming scheme the developer is willing to increase their payment by an additional £20,000 to make a total of £50,000 to be paid by the developer to ensure an appropriate scheme can be secured and delivered after consultation with the residents. It is noted that the trigger for the implementation of the scheme is now proposed to be prior to the first occupation whereas the trigger in the existing s.106 is before the occupation of the 50th dwelling. It is considered that this represents a significant enhancement and will not only assist in minimising the impact of the development on these residents but will also provide them with a safer

environment around their properties.

- 5.16 In addition, new enhanced pedestrian facilities will be provided at three locations:
- To the northern end of the development in proximity to the Infant School in the form of a 3m wide footpath from the site access to the school gates,
 - In the centre of the site as access to the doctor's surgery expansion land will be provided, and
 - -To the south on part of the footpath/verge at School Road which is to be widened to 3m.

Each of these improvements will encourage pedestrian access throughout the development and into the adjoining area as an alternative to using private transport.

- 5.17 The Highway Authority has confirmed that it has no objections to the revised proposals subject to the imposition of conditions which are to be imposed. They have requested that the traffic calming proposals in the Carter Road/George Drive area are secured via a S278 agreement rather than a S106 agreement. This is acceptable to officers.
- 5.18 Based on these comments and the imposition of conditions to address specific aspects of the development I consider that the proposals will not have an unacceptable detrimental impact on highway safety and the application complies with Policies TS3 and TS4 of the DM DPD and Policy 1E of the Neighbourhood Plan.

The impact on the character and appearance of the area

- 5.19 Paragraphs 127 and 130 of the NPPF seek to ensure that development is sympathetic to local character and that developments establish or maintain a strong sense of place and state that permission should be refused for poorly designed development that fails to take the opportunities available to improve the character and quality of an area. Policy 2 of the JCS states that all development will be designed to the highest possible standards and that development proposals will respect local distinctiveness. Policy GC4 of the DM DPD requires proposals to, amongst other things, pay adequate regard to the environment, character and appearance of the area. Policies 1A-1E of the Neighbourhood Plan state that all development proposals should have a high standard of design and fit in with the character of the village.
- 5.20 The site is immediately adjacent to the existing built-form of the village which is varied in character and scale. The ground level of the site rises to the east and north east from a low point in its south western corner. It is noted that as the site is currently undeveloped agricultural land the proposed residential development will inevitably alter its character and appearance however I consider that the proposals to either introduce or retain existing landscape features on the edge of the development where it abuts the neighbouring agricultural land will help soften the visual appearance of the development

from longer range views.

- 5.21 The residential development has been designed so the proposed housing fronting Hall Lane is set back from the road edge beyond a landscaped margin. In addition an area of open space is provided in the south west corner of the site, close to the mini-roundabout at the southern end of School Road to give an undeveloped appearance at the part of the site closest to the village centre. Within the development there are sizable areas of informal open spaces located alongside the main spine road which will provide landscape features which successfully serve to break up the continuous built form. A children's equipped play area is located roughly in the centre of the site so that it is accessible to serve the development.
- 5.22 It is noted that the Council's Heritage & Design Officer has considered the proposals, he had requested revisions to improve specific aspects of the development at the pre-application stage which have been included in the application and he considers the scheme to be acceptable. I consider that the proposal will not have an adverse visual impact on the site and it is sympathetic to the general character and appearance of the immediate area. The proposals therefore comply with the NPPF, Policy 2 of the JCS, Policy GC4 of the DM DPD and Policies 1A-1E of the Neighbourhood Plan.

The impact on neighbouring listed buildings

- 5.23 There are two dwellings to the west of the application site that are grade II listed buildings, these are Nos. 4 and 6 Manor Farm Close and their rear gardens form a boundary to the application site. The development has been designed so that an area of open space has been provided to the rear of these properties and its neighbours to the south and north including a surface water drainage infiltration basin. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that when considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority, or as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. In this case the open space to the rear of the listed buildings is approximately 40m wide which I consider is sufficient to ensure that the setting of the listed buildings is not adversely affected by the development, therefore special regard has been had to the desirability of preserving the setting of the listed buildings. The requirements of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 have been complied with.
- 5.24 In addition it is necessary to consider the requirements from Chapter 16 of the NPPF 'Conserving and enhancing the historic environment' in this respect. This advises local planning authorities to undertake detailed assessment of heritage assets when considering development proposals and the factors that should be taken into account, being; the desirability of sustaining and enhancing the significance of heritage assets, the positive contribution that

conservation of heritage assets can make to sustainable communities and the desirability of new development making a positive contribution to local character and distinctiveness. Paragraph 196 of the NPPF states '*Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including where appropriate securing its optimal viable use*'. For the reasons explained above I consider that the development will have a less than substantial harm to the significance of the two listed buildings. The public benefits of the proposal are the provision of affordable housing and the comprehensive package of the community and social improvements that will be delivered through the S106 and S278 legal agreements. I consider that these are public benefits that weigh in favour of the limited harm to the heritage assets.

The impact on amenity of neighbours and future occupiers

- 5.25 Policy GC4 of the DM DPD states that development proposals should, amongst other things, consider the impact on the amenity of existing properties and should meet the reasonable amenity needs of all potential future occupants. It is noted that along the western boundary of the development site are existing residential neighbours, some are detached houses with good sized rear gardens, as on Manor Farm Close whilst on Highfield Road and Glebe Close these are groups of bungalows with relatively short rear gardens. Objections have been received in respect of overlooking and loss of privacy, noise and disturbance during the construction period, form of boundary treatments and need for natural buffers between new and existing dwellings, impact on the wildlife and environment, increase in traffic, impact of extending footpath to Vawdrey Road as well as comments about the traffic calming scheme around Carter Road needing to be effective.
- 5.26 The development has been designed so that in the main those new dwellings which are located towards the western site boundary are arranged so that its side elevation is closest to the boundary to avoid mutual overlooking from rear windows, this is particularly the case where the existing neighbour has a shorter rear garden. There are some examples where the proposed dwelling does have a rear aspect towards the boundary but in the case of the existing dwellings on Manor Farm Close these are arranged at an angle to the boundary so that any mutual overlooking from rear windows is more oblique. The same arrangement has been used along the boundary to the properties on Highfield Road and Glebe Close, so that side elevations are facing towards the boundary where this not possible the proposed dwelling has either been located at an angle to avoid direct overlooking or is located towards those properties which have a wider garden.
- 5.27 The proposed dwellings are arranged so that they have private garden space, unless it is a flat, and adequate separation distances exist between the respective proposed dwellings to ensure that the residential amenities of the occupiers of the proposed dwellings are safeguarded.

- 5.28 Overall, I consider that the development will not have a significant detrimental impact on the amenity of either existing residents or future residents and the application is therefore considered to comply with Policy GC4 of the DM DPD.

Surface water drainage and flooding

- 5.29 The site is within Flood Zone 1 where there is a low probability of flooding. Concerns have been raised in relation to surface water flooding on and around the site, particularly as a result of run-off from the adjoining fields to the east and north of the site as during heavy rainfall events surface water runs across the site towards the existing dwellings to the south west of the site. A Flood Risk Assessment has been submitted as well as details relating to on-site water attenuation and a drainage strategy using SuDS comprising several drainage infiltration basins which are located both along parts of the eastern boundary of the site and within areas of open space in the south west of the site.
- 5.30 The Lead Local Flood Authority (LLFA) has been consulted on these proposals and although initially requested further information in respect of the Flood Risk Assessment and Drainage Strategy, upon receipt of the requested information they have resolved to raise no objection subject to the imposition of a comprehensive condition requiring the detailed design of a surface water drainage scheme to be submitted and approved. This condition is recommended to be imposed. I consider that these measures will ensure an appropriately designed surface water drainage scheme which complies with Policy CSU5 of the DM DPD and Policy 5 of the Neighbourhood Plan.

The impact on existing landscaping and biodiversity

- 5.31 There are existing mature trees and hedgerows on the western boundary of the site, primarily adjoining the existing properties on Highfield Road, Glebe Close, Cator Road, Vawdrey Road and part of Manor Farm Close and the playing field of the Infant School. The trees to the rear of the Vawdrey Road and Manor Farm Close properties are covered by a Tree Preservation Order. There is also a field boundary hedge which is located roughly centrally in the southern half of the site. An Arboricultural report has been submitted with the application which identifies that one category C tree (Leyland Cypress) and three landscape features are to be removed as a result of the development and a section of three further landscape features are also required to be removed. These removals are mainly in the southern section of the site forming the boundary features of a pair of semi-detached houses to be demolished. Furthermore the proposed development does not encroach within the root protection areas of any trees to be retained and protection fencing and, where necessary, ground protection will be installed around the root protection areas during the course of the construction.
- 5.32 I consider that the tree protection proposals will adequately safeguard the trees to be retained on the site boundaries, it is noted that part of the existing field boundary in the centre of the site is to be integrated as the edge of one

of the areas of open space. The tree/hedgerow removals affect low category species and the retained trees and hedgerows including those which are the subject of the TPO will be adequately protected from the development. A tree protection condition is to be imposed to safeguard the existing landscape features during the course of the construction of the development.

- 5.33 Norfolk County Council's Ecology Officer does not object in principle providing the development complies with the submitted Ecology Assessments and Landscape proposals. In addition a Biodiversity Enhancement and Management Plan, a Lighting Design Strategy for biodiversity, a Badger Survey and a Method Statement to protect species along with additional enhancements relating to nesting birds and hedgehogs are recommended be required by the imposition of conditions. These conditions are recommended to be imposed
- 5.34 I consider that the proposals comply with Policy 1 of the JCS, Policy EN1 of the DM DPD which requires biodiversity and habitats to be protected and enhanced and Policy 1C of the Neighbourhood Plan which states that development will not be permitted unless it can be shown that the natural environment would not be harmed and also complies with Policy 8 of the Neighbourhood Plan in respect of nature conservation.

Other Issues

- 5.35 The drainage basins that are required for a development of this scale have been subject to a bird risk assessment as the site is in proximity to the flight path of Norwich Airport and any birds attracted to the water feature could then cause a hazard for aviation. The previous application required detailed assessment in this respect and this has been followed up in the current proposals. Norwich Airport has accepted the details contained in the amended Bird Hazard risk assessment although they were concerned about the potential for tall cranes being used in the construction of the development and the affect this could have on the flight path. The developer has confirmed that tall cranes will not be used to construct the development and therefore it is not considered to be necessary to impose a condition to prevent them be used.
- 5.36 The comments received on behalf of Drayton Community Infant School are noted and in the main will be accommodated by the imposition of various conditions i.e. landscaping including boundary treatments and the dust emissions controls. The reason that the s.106 agreement does not require the developer to pay for a new classroom or school facility is because part of the CIL payment that the developer will make will be used by the County Council, if required, for educational improvements.
- 5.37 Under Section 143 of the Localism Act the Council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.

- 5.38 This application is liable for payment of the Community Infrastructure Levy (CIL) under the Regulations.
- 5.39 The need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration. The application will provide employment during the construction phase of the project and future occupiers will also contribute to the local economy e.g. when maintaining and servicing their properties and spending in the local area. This weighs in favour of the application, especially given the number of dwellings proposed.
- 5.40 As the number of dwellings proposed is in excess of 150 units, there is a requirement for the Council to undertake a screening opinion pursuant to Regulation 6 of the Town & Country Planning (Environmental Impact Assessment) Regulation 2017 to establish whether an Environmental Statement is required to be submitted to inform the planning application. In the case of the proposed development it is considered that it would not have significant effects on the environment by virtue of its location, size or nature and any impacts would be of a local scale that could be mitigated by the development proposals and conditions imposed. Therefore I don't consider that the proposals represent EIA development as defined in the Regulations.
- 5.41 An appropriate assessment in accordance with the Conservation and Habitat Species Regulations has been carried out by the Council and concludes that the development will not adversely affect the integrity of any habitat site as mitigation measures will be provided in the form of a network of green infrastructure footpaths linking with the existing wider network of footpaths and cycleways in accordance with Policy EN3 of the DM DPD and regarding water quality and hydrology issues these will be mitigated by the imposition of appropriately worded conditions so that no impacts arise in that respect.

6 Conclusion

- 6.1 Although the site is located outside of the settlement limit that has been defined for Drayton, I consider it to be a sustainable location for this scale of development, being close to a wide range of village facilities and amenities with public transport links to Norwich and the wider area. The site is allocated for housing, although at the time of the allocation the quantum of development was 200 dwellings, the permitted scale of development has been subsequently increased to 250 dwellings as a result of the extant outline permission. Therefore it should be recognised that this development is proposing 17 more dwellings than could be constructed under the extant outline permission and this increase represents a more effective use of land where the environment is safeguarded and safe and healthy living conditions can be achieved.
- 6.2 As set out in this report the development proposals, which will be secured by conditions and subject to legal agreements under S106 and S278 agreements

include a significant package of social and environmental benefits, most are required to comply with the Council's Development Plan policies and guidance but others will secure wider enhancements for the village and its residents e.g. the expansion of the doctor's surgery land which will enable the surgery to expand to meet the needs of its patients. The provision of a network of footpaths to the north of the site which will link the village and the development to the wider existing network of green infrastructure footpaths/cycleways. In addition the applicant's willingness to increase the financial contribution towards the traffic calming scheme along Carter Road/George Drive/Bone Road and bring forward its implementation timetable should be noted as this will deliver a long held ambition for an effective traffic calming scheme for the residents of this part of the village.

- 6.3 It is recognised that the Council is able to demonstrate a housing land supply in excess of its 5 year target, however the additional housing that this site will deliver within the urban fringe, will make a positive contribution to meeting the housing targets set out in the JCS for housing growth in the Norwich Policy Area.
- 6.4 Whilst I recognise that the proposals do not accord with the Development Plan due to the number of dwellings proposed, the statutory consultation replies have resolved to not object subject to the imposition of appropriately worded conditions, which it is recommended to be imposed. The local objections are noted however on balance I consider that these proposals represent an acceptable form of development which are in accordance with the National Planning Policy Framework. The Local Planning Authority has taken a proactive and positive approach to decision taking in accordance with the requirements of paragraph 38 of the National Planning Policy Framework.

Recommendation: Delegate authority to the Assistant Director Planning to approve subject to the completion of a Section 106 agreement and conditions.

- (1) Affordable housing at 33%,
- (2) Recreation, play space and open space provision including the infiltration basins,
- (3) Green Infrastructure,
- (4) Allotment provision,
- (5) Land for expansion of the doctor's surgery, and
- (6) Off-site highway improvements

and subject to the following conditions:

- (1) Time limit
- (2) In accordance with submitted drawings as amended
- (3) Details of external materials to be submitted and approved. Work to be carried out as approved
- (4) Archaeological written scheme of investigation and

- implementation to be submitted and approved. Work to be carried out as approved
- (5) Minerals Resource Assessment and Management Plan to be submitted and approved. Work to be carried out as approved
 - (6) Ground conditions investigation to be submitted and approved. Work to be carried out as approved
 - (7) Construction Environmental Management Plan to be submitted and approved. Work to be carried out as approved
 - (8) Highways - Detailed plans of roads, footways etc. to be submitted and approved
 - (9) Highways - Works to be carried out as approved
 - (10) Highways - Prior to occupation surfacing to be constructed to binder course construction
 - (11) Highways – Footways and cycleways to be surfaced in accordance with a phasing plan to be approved
 - (12) Highways – Visibility splays at School Road to comply with submitted detail
 - (13) Highways – On-site parking for construction workers
 - (14) Highways - Construction Traffic Management Plan to be submitted and approved
 - (15) Highways – Development to comply with approved Construction Traffic Management Plan
 - (16) Highways – Details of off-site highway improvement works to be submitted and approved
 - (17) Highways – Development to comply with approved off-site highway improvement works
 - (18) Highways – Detailed plans of the traffic calming measures at Carter Road/George Drive to be submitted and approved
 - (19) Highways – Development to comply with approved traffic calming measures
 - (20) Highways – Travel plans to be submitted and approved
 - (21) Highways – Travel plans to be implemented as approved
 - (22) Landscaping – Plans and details including provision of hard and soft landscaping and boundary treatments, implementation and maintenance programme to be submitted and approved. Works then to be carried out as approved
 - (23) Tree protection to be installed as set out in the submitted AIA
 - (24) Surface water drainage scheme to be submitted and approved
 - (25) Prior to works above slab level a foul water drainage scheme to be submitted and approved
 - (26) Development to take place in accordance with the noise mitigation measures as set out in the submitted

- acoustic report
- (27) Development to take place in accordance with the submitted Ecology Assessments and Landscape proposals. Additional enhancements required relating to nesting birds and hedgehogs
 - (28) Biodiversity Enhancement and Management Plan to be submitted and approved. Works to then be undertaken as approved
 - (29) Biodiversity Method Statement required
 - (30) Lighting Design Strategy for biodiversity to be submitted and approved, works then undertaken as approved
 - (31) Ecology surveys lifespan if commencement of development is delayed beyond specified date
 - (32) Badger survey to be undertaken and necessary mitigation measures included, to be submitted and approved. Works to then be undertaken as approved
 - (33) Fire Hydrants to be provided as required
 - (34) Development to incorporate renewable energy technologies and water efficiency to accord with Policy 3 of the JCS.

**Contact Officer,
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Application No: 20202268
Dairy Farm, Wroxham Road, Coltishall, NR12 7AH

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Scale:
1:1250
Date:
15-Feb-21



Application No: [20202268](#)
Parish: **Coltishall**

Applicant's Name: Mr Dale Cooper
Site Address: Dairy Farm, Wroxham Road, Coltishall, NR12 7AH
Proposal: Demolition of existing barn and replacement with two dwellings and associated garages plus private drive

Reason for reporting to committee

The application is referred to Committee as the officer recommendation is contrary to the provisions of the development plan.

Recommendation summary:

Approve subject to conditions.

1 Proposal and site context

- 1.1 This application seeks full planning permission to demolish an existing barn and to replace it with two detached houses and two detached garages at Dairy Farm, Wroxham Road, Coltishall.
- 1.2 The site is on the northern side of Wroxham Road approximately half a mile east of the settlement limit that has been defined for Coltishall. It is accessed directly from Wroxham Road via its southeast corner. A metal framed barn that is partly open to the front but otherwise constructed of brick and block work to about head height and corrugated sheeting above is located in the rear section of the site. A driveway loops from the access to the front and side of the barn with the very front section of the site laid to grass. Levels incline from front to back. The front and side/east are mainly denoted by a hedge, the rear boundary is open to the field to the rear and the side/west boundary is an overgrown Leylandii hedge.
- 1.3 Neighbouring properties include agricultural land to the rear/north and east, a complex of converted barns to the west (known as Abbey Court) and a pair of detached red brick and flint cottages on the opposite side of Wroxham Road to the south.
- 1.4 Turning to what is being proposed by the application, the existing access is to be upgraded and this will serve both dwellings. Plot 1 will occupy the eastern side of the site, Plot 2 the western side. A parcel of land stretching approximately 17 metres (m) to the rear of the existing barn also forms part of the site and this is proposed to provide most of the rear gardens for both plots. The rear boundary will be level with the rear boundary of the Abbey Court development to the west.

- 1.5 The house at Plot 1 will measure approximately 21m in width, a maximum of 12m in depth (not including the porch) and 8.3m in height (not including the chimney). The ground floor will accommodate an entrance hall, living room, open plan kitchen-dining-garden room, study, utility room, bedroom and shower/W.C. The first floor will accommodate a master bedroom with an en-suite, dressing room and balcony, two double bedrooms and a bathroom. Materials proposed for use include mainly render on the front and rear elevations and red brick on the side elevations. Space is also being shown for solar panels to be fixed to the roof on the front elevation.
- 1.6 The house at Plot 2 will measure approximately 15.8 metres (m) in width, a maximum of 18.2m in depth and 8.3m in height (not including the chimney). The ground floor will accommodate an entrance hall, study, snug, open plan living-dining-kitchen room, pantry, utility room and WC. The first floor will accommodate four bedrooms (one with a balcony) and a bathroom. In the main, render will be used on the walls above a red brick plinth. Space is also being shown for solar panels to be fixed to the roof.
- 1.7 The garages will be positioned forward of the houses and will accommodate a workshop and two parking bays. They will measure 10.8m in width, 7m in depth and 6m in height. A combination of brick and wooden cladding is proposed for use on the walls.
- 1.8 For Members' background information, the application has been amended during its lifetime. These amendments include reducing the height of the houses, omitting dormer windows and pushing the houses slightly further back into the plots. First floor accommodation above the garages has also been removed resulting in a reduction in their height.

2 Relevant planning history

- 2.1 [20201070](#): Conversion of agricultural building to 2 no. dwelling houses under Class Q(a) and Q(b). Approved 16 July 2020.

3 Planning Policies

3.1 National Planning Policy Framework (NPPF)

NPPF 02: Achieving sustainable development

NPPF 04: Decision-making

NPPF 12: Achieving well-designed places

3.2 Joint Core Strategy for Broadland, Norwich and South Norfolk March 2011 and as amended (2014)

Policy 1: Addressing climate change and protecting environmental assets

Policy 2: Promoting good design

Policy 3: Energy and water

3.3 Development Management Development Plan Document (DM DPD)

Policy GC1: Presumption in favour of sustainable development

Policy GC2: Location of new development

Policy GC4: Design

Policy EN2: Landscape

Policy EN4: Pollution

Policy TS3: Highway safety

Policy TS4: Parking guidelines

4 Consultations

4.1 Coltishall Parish Council:

Object unless the conditions below can be met by the applicant:

(1) A sustainable and safe foot and cycle path is provided for the public to use. Currently there is no footpath to not only Dairy Farm but to some residents in Wroxham Road and Abbey Court. This would give multiple residents safe and easy access into the village.

(2) The two dwellings should reach passive house standards to reduce the buildings ecological footprint within the village.

4.2 District Councillor:

No comments received.

4.3 Highway Authority:

No objection. Conditions recommended in relation to the position of any gates/means of obstruction across the access, upgrading the vehicular access and provision and retention of the parking and turning areas.

4.4 Environmental Management Officer:

No comments received.

4.5 Other Representations:

Comments received from four residents:

- Object to two large detached executive houses;
- The size of the dwellings is out of character;
- Concerned at overlooking from the balcony, side windows and roof light of Plot 2. Even if frosted glass is used, this will be negated if windows are opened;
- Would like the Leylandii to remain. Whatever is planted in its place will not be an effective substitute for it. However, if it is to be replaced, would like it to be done so on a like for like basis;
- Concerned about accommodation being provided in roof spaces of the garages and the impact of this on privacy and traffic generation;
- The height of the garages should be much lower. They are out of character and not something that would have been allowed at Abbey Court;
- Strongly feel that the development should only proceed if a footpath is created between these properties and the end of Anchor Street or Belaugh Green Lane.

Objection received from CPRE Norfolk on the following grounds:

The location for the proposed houses and garages is outside the settlement boundary/limit of Coltishall and therefore this development is contrary to policy GC2 of the Broadland Development Management DPD, as the proposed development would have a significant adverse impact and does not accord with a specific allocation and/or policy of the development plan.

The site for the proposed houses is currently not allocated for housing, and lies within land designated as countryside. The change of use to residential under application 20201070 is noted, but this shouldn't override adopted Local Plan (and NPPF) policies.

The proposal is against Joint Core Strategy as the environmental assets of the area will not be protected, maintained, restored and enhanced and the benefits for residents and visitors improved.

Whilst Coltishall and Horstead is designated as a Service Village in Policy 15 of the Joint Core Strategy, this proposal is to build houses outside the settlement limit of Coltishall on land un-allocated for housing. Therefore, this application is contrary to this Policy.

Broadland along with Greater Norwich can demonstrate a five-year land

supply. This shows that this application should be refused permission.

The two large executive/family houses would be in an unsustainable location, in part due to their complete reliance on private vehicles for travel to services, schools and employment. For example, by not having safe walking access to a primary school, as there is no pavement access along that part of Wroxham Road, the houses are demonstrated to be in an unsustainable location.

The assertion in the conclusion of the Planning Statement that the site has been allocated for residential development under a previous application is misleading. Approval of application 20201070 is for the conversion of the existing barn to two dwelling houses, not for the demolition and replacement of the barn with two new houses and associated garages. The Officer's report for that application makes clear that approval for 20201070 should only have been granted if the proposal is for conversion: the current application is clearly not for such a conversion, but instead a replacement or rebuilding, and therefore should be refused permission.

Any benefits the proposal could bring are outweighed by the harm of permitting this unplanned building in land designated as 'countryside', particularly as it would be contrary to various Local and National policies as detailed above.

5 Assessment

Key Considerations

- 5.1
- Principle of development
 - Impact on the character and appearance of the area
 - Impact on residential amenity
 - Impact on highway safety

Principle of development

- 5.2 Applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. This point is reinforced by the NPPF, which itself is a material consideration.
- 5.3 As referred to above, the site is outside of the settlement limit that has been defined for Coltishall and is in the countryside. Policy GC2 of the DM DPD permits new development in the countryside where it would not result in any significant adverse impact and where it accords with a specific allocation and/or policy of the development plan. The site has not been allocated for development by the Site Allocations DPD and the proposal does not comply with another policy of the local plan that allows for residential development in the countryside such as barn conversions, affordable housing exception sites, replacement dwellings and dwellings connected with rural enterprises

(including agricultural or forestry workers). However, material to the determination of this application is that there is an extant permission (ref. 20201070) granted via the prior approval process to convert the barn into two dwellings. Having viewed the barn, I consider that there is a reasonable prospect that this consent can be implemented. Taking account of that, I accept that the principle of constructing two new dwellings instead of converting the barn is acceptable subject to consideration being given to other relevant planning matters.

Impact on the character and appearance of the area

- 5.4 As referred to in the introductory section of this report, the site is approximately half a mile to the east of Coltishall and it clearly sits within a rural setting. The floor space is comparable to that which could be provided under the Class Q approval although at 8.3m high, the houses will be approximately 1.9m higher than the existing barn.
- 5.5 When approaching the site from the direction of Coltishall, there are currently no views of the site until one is almost at the front boundary. This is due to the straight alignment of the road but also the presence of an overgrown Leylandii hedge along the western boundary. It is understood that the applicant is required to remove this as part his purchase of the site and in doing so, this will open out views from that direction. However, when considering existing vegetation along Wroxham Road and the position of the houses and garages, views will remain largely filtered with the development not appearing particularly prominent from that direction.
- 5.6 On the other hand, views are more open when approaching the site from the east and the development will be clearly visible. The barn is positioned towards the rear of the plot and its asymmetric roof is such that the highest part of the building is also towards the rear. The front of the houses will be more or less in line with the front of the barn and their appearance and height is such that they will appear as more prominent features than the barn. While of some size, the houses and garages sit comfortably within their plots and the traditional design approach that has been taken following pre-application advice from the Council's Senior Conservation and Design Officer is an appropriate response to the site and its surroundings, including those cottages to the south and the complex of converted barns to the west. The garages will appear as ancillary structures to the houses and are acceptable in the positions shown. An opportunity exists to provide further landscaping within the site, which though not screening the development, will help to soften its appearance.
- 5.7 Views across the fields from Belaugh Green Road to the north are largely obscured by road side hedging and the falling topography of the land to the south. The upper floors of the houses may be visible in gaps in the hedges but these are not likely to be anything more than glimpsed.
- 5.8 In addition to the built form of the development, it is proposed that a

rectangular parcel of agricultural land to the rear of the existing barn will be incorporated within the site to provide gardens for each house. This will extend so that it is level with the residential development to the west known as Abbey Court. This acts as a reasonable stop point and when taking account of the existing boundary hedging to the east, it will not stand out as being particularly noticeable from public view points.

- 5.9 Overall, the character of the site will change as a result of this development but taking account of the minimal landscape views of the site and the acceptable design approach, I consider that the character of the wider area will be maintained and the application complies with Policies 1 and 2 of the JCS and Policies GC4(i) and EN2 of the DM DPD.

Impact on residential amenity

- 5.10 During the course of the application, concerns were raised by occupants of neighbouring properties to the west at the prospect of overlooking from the balcony of Plot 2 and first floor side windows. Subsequently, the application was amended to enclose the balcony such that there are no views to the west and a secondary bedroom window was omitted. This leaves a rooflight serving the attic space and a first floor bathroom window. Given the spaces that these windows serve, I do not consider that intrusive overlooking will arise.
- 5.11 Concerns were also raised at the possibility that the roof space of the garages might be used for accommodation with overlooking windows. During its lifetime, the application was amended to remove the originally proposed guest accommodation above the garages. The plans now show no accommodation and no windows or other openings within the roof space. While appreciating the neighbours' concerns, the application needs to be considered on the basis of what is in front of the Council, not what might happen in the future. Nevertheless, it is appropriate to remove permitted development rights for the insertion of rooflights in the west elevation of the garage at Plot 2.
- 5.12 On other matters relating to residential amenity, given the level of separation, I am satisfied that the dwellings and garages will relate appropriately to each other and to neighbouring properties to the west and on the opposite side of Wroxham Road without appearing overbearing. Suitably sized garden areas will also be provided with each dwelling. The application complies with Policy GC4(iii) and (iv) of the DM DPD.

Impact on highway safety

- 5.13 In its capacity as Highway Authority, Norfolk County has not objected to the application subject to the imposition of a series of conditions.
- 5.14 Nevertheless, the Parish Council and a neighbour have set out their view that a footpath should be constructed that better connects the site to the village. It should be borne in mind that as part of the extant consent to convert the

barns under Class Q, there was no requirement for a footpath to be provided. I also consider that the provision of a footpath upwards of 200m in length is not proportionate to the amount of development being removed and is likely to have implications on trees and hedges that bound Wroxham Road to the west. Taking account of these factors, the provision of a footpath is not reasonable or necessary to make the development acceptable and in all respects, the application complies with Policy TS3 of the DM DPD.

- 5.15 Sufficient parking is shown at each dwelling to enable the application to comply with Policy TS4 of the DM DPD.

Other matters

- 5.16 Given the previous use of the site, there is a reasonable prospect that it may be at risk from contamination. As with 20201070, an appropriately worded planning condition will be used to require further investigations to be carried out on this.
- 5.17 While laudable that the intention is for the dwelling to meet PassivHaus standards, this is not central to the determination of the application and I do not consider that the success or failure of it hinges on this particular point.
- 5.18 Under Section 143 of the Localism Act, the Council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.
- 5.19 The development is liable for the Community Infrastructure Levy. However, an indication has been given that at least one of the dwellings will be a self-build in which case it would be open to the applicant to apply for exemption.
- 5.20 The need to support the economy as part of the recovery during and following the COVID-19 pandemic is a material consideration. This application will contribute to the local economy during the construction and occupation of the development, which weighs in its favour although the proposal is acceptable in its own right.

Conclusion

- 5.21 In having regard to those matters raised, while the site is outside of the settlement limit that has been defined Coltishall, that the barns can be converted into two dwellings with a similar floor space to the proposed dwellings is a viable fall back and is a material consideration that weighs in favour of the current application. In all other respects, the application represents an acceptable form of development that complies with the remaining relevant policies of the development plan. The application is therefore recommended for approval as it complies with Policies 1 and 2 of the JCS and Policies GC4, EN2, EN4, TS3 and TS4 of the DM DPD.

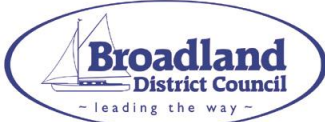

Recommendation: Approve subject to conditions:

- (1) Time limit – full planning permission
- (2) In accordance with submitted drawings
- (3) Submission of external materials
- (4) Submission of landscaping scheme
- (5) Contaminated land - investigation
- (6) Implementation of approved remediation scheme
- (7) Construction of vehicular access
- (8) Position of gates/obstruction
- (9) Provision and retention of the parking and turning area
- (10) First floor side window in Plot 2 to be installed with obscured glass
- (11) No rooflights in west elevation of garage of Plot 2
- (12) Water efficiency

Contact Officer,
Telephone Number
and E-mail

Glen Beaumont 01508 533821
glen.beaumont@broadland.gov.uk



 <p>Broadland District Council - leading the way - broadland.gov.uk</p>	<p>Application No: 20202317</p> <p>Woodview, 81 Fakenham Road, Great Witchingham, NR9 5AE</p>	<p>Scale: 1:1250</p> <p>Date: 15-Feb-21</p>	<p>N</p> 
	<p>Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2011. Ordnance Survey Licence number 100022319.</p>		

Application No: [20202317](#)
Parish: **Great Witchingham (Lenwade)**

Applicant's Name: Mr Geoffrey Pryke
Site Address: Woodview, 81 Fakenham Road, Great
Witchingham, NR9 5AE
Proposal: Sub-division of plot and erection of 2 detached
dwellings with garaging and new vehicular access

Reason for reporting to committee

The proposal is outside of the settlement limit and recommended for approval.

Recommendation summary:

Approve subject to conditions.

1 Proposal and site context

- 1.1 The application seeks full planning permission for the sub-division of an existing residential plot and the erections of two detached dwellings with a detached double garage with car port to the west of the existing dwelling. The application also seeks permission for a new vehicular access off Fakenham Road which will run along the east of the site and serve both dwellings.
- 1.2 The site is located immediately adjacent to, but outside of the defined settlement limit for Great Witchingham on the south side of the Fakenham Road. The site, which is relatively level is approximately rectangular and forms part of the rear garden associated with no. 81 and is currently laid to grass. There are two small outbuildings to the south of the site, which are proposed to be removed as part of the application.
- 1.3 The site is bounded to the north by a close-boarded fencing of approximately 2m in height, with several existing close boarded fences to the east and a small section of post and rail fencing to the south. The boundary with the existing dwelling is currently open
- 1.4 The dwelling at plot 1 is to be sited towards the north of the site and is proposed to be a rectangular shaped chalet bungalow with rooms in the roof. The dwelling will have a steep pitched roof with two dormers to the front and one to the rear. The dwelling will be constructed with facing bricks and plain tiles, with the dormer windows proposed to be timber clad. The dwelling is proposed to be two bedrooms with associated living space and will have parking for two cars at the front of the property and access to a single garage to the rear thereby increasing the parking availability from the previous approval
- 1.5 Plot two is proposed to be a three-bedroom bungalow situated in the

southwest of the site. The bungalow will primarily be a rectangular shape but with gable elevations to the front and rear. A garage and attached car port are proposed to the front, also attached to the garage of plot 1. Two further parking spaces are also located to the front of the property. The materials are proposed to be facing brickwork with timber cladding to the gabled sections and plain tile roofing

- 1.6 A single point of access from the Fakenham Road will serve both dwellings.
- 1.7 This application follows a previous approval in 2019 and extends the redline of the application site to be inclusive of an area in the centre west of the site previously excluded due to land ownership issues. This makes the site more rectangular in size and allows space to introduce the detached garage/car port which was not present on the previous approval and alter the design of the southernmost plot. This in turn followed another previous approval and a refusal before that. It is noted that an alternative access was proposed in the refused application giving the primary reason for refusal. The access from the Fakenham Road has resolved this issue in the subsequent approved proposals and remains the case in this instance.

2 Relevant planning history

- 2.1 [20150756](#): 2 No detached dwellings & garages. Refused 3 July 2015, Appeal dismissed 12 January 2016.
- 2.2 [20160253](#): 2 No detached dwellings & garages (revised proposal). Approved 6 April 2016.
- 2.3 [20190583](#): Sub-division of plot and erection of 2 detached dwellings with new vehicular access. Approved 3 December 2019.

3 Planning Policies

3.1 National Planning Policy Framework (NPPF)

NPPF 02: Achieving sustainable development
NPPF 04: Decision-making
NPPF 05: Delivering a sufficient supply of homes
NPPF 09: Promoting sustainable transport
NPPF 11: Making effective use of land
NPPF 12: Achieving well-designed places
NPPF 14: Meeting the challenge of climate change, flooding and coastal change
NPPF 15: Conserving and enhancing the natural environment

3.2 Joint Core Strategy (JCS)

Policy 1: Addressing climate change and protecting environmental assets
Policy 2: Promoting good design
Policy 3: Energy and water
Policy 4: Housing delivery
Policy 6: Access and Transportation
Policy 15: Service Villages

3.3 Broadland District Council Development Management Development Plan Document (DM DPD) 2015

Policy GC1: Presumption in favour of sustainable development
Policy GC2: Location of New Development
Policy GC4: Design
Policy EN1: Biodiversity and Habitats
Policy EN2: Landscape
Policy TS3: Highway Safety
Policy TS4: Parking Guidelines
Policy CSU5: Surface Water Drainage

3.4 Supplementary Planning Documents (SPD)

BDC Landscape Character Assessment
The site is located in the river Wensum (A1) Character Area

4 Consultations

4.1 Great Witchingham Parish Council:

No comments received.

4.2 District Member:

No comments received.

4.3 Highway Authority:

As, in highway terms, the principal is the same, I have no objection and would ask that
Conditions 4, 5, 6, 7, 8 & 9 together with Highway Informative Note (2) of 20190583 be
carried forward on any new consent notice issued by your Authority.

4.4 Other Representations:

2 Objection comments:

- It will restrict the amount of light entering two of our rooms (5 Morse

- Close).
- Having neighbours within a metre of our property and 2 metres of our home will be intrusive (5 Morse Close).
- There is a shed on the relevant land which appears to be constructed of asbestos sheeting. This shed is upwind of my property in prevailing winds and if this development is to be authorised then must be dealt with according to the applicable Health and Safety regulations.
- Should planning consent be granted no access either during development or post building should be allowed through Morse Close which is a private road.
- The garages are built on property which is part of Morse Close.
- The rest of the unfinished road should be completed with a proper finish.
- Objection to the turning head being used as part of the development as it will remove the possibility of it being instated at a later date.
- If the application is completed the boarding at the rear of the garages should be continued over the rear of the car port so it looks better from outside the site and a proper fence erected at the end of Morse Close.

5 Assessment

Key Considerations

- 5.1 The key considerations are the principle of development, design, impact on amenity, highway safety and parking.

Principle

- 5.2 The application site is outside, but immediately adjacent to the settlement limit of Lenwade/Great Witchingham. Policy GC2 of the DM DPD seeks to locate new development within defined settlement limits while Policy GC1 seeks a presumption in favour of sustainable development. This proposal is therefore contrary to Policy GC2 due to its location. Policy GC2 permits development outside of limits where it accords with a specific allocation and / or policy of the development plan or where there are other significant material considerations to justify the development.
- 5.3 In this instance, the application site benefits from extant planning permission for a similar proposal for two dwellings within a similar redline that could be built out without further consideration of the principle of development. This proposal does not increase the number of dwellings or move the red line any further from the existing settlement limit. Officers are therefore able to give significant weight to this extant permission when determining the principle of this development and it is considered that this factor is significant enough to overcome the limitations of Policy GC2 in this instance.
- 5.4 The proposed dwellings would be located adjacent to the end of a residential cul-de-sac with houses on both the south and north side of the Fakenham Road extending both east and west of the site location. The proposed

dwellings would therefore be surrounded by existing residential development. The site is also within reasonable walking distance of a range of services and facilities located along, or just off, Fakenham Road. These include a village hall, primary school, doctor's surgery and a range of commercial/retail / food services. The site is also on a bus route with the nearest bus stop immediately adjacent the application site. Officers therefore conclude that, with weight given to the consideration that the limitations of Policy GC2 have been overcome by the extant permission, the proposal accords with Policy GC1 in terms of sustainable development.

Design and Character

- 5.5 The application site has increased in land area through the inclusion of an area that effectively cut out a section of the rectangular site in the extant permission. This enables the site to be of a more regular dimension and shape, allowing the site layout to improve by comparison through the utilisation of the additional space. The scheme has benefitted from additional parking and turning space and detached garages and carport as a result
- 5.6 Both of the proposed dwellings will follow the building lines of the properties on Morse Close to the east of the site. The chalet bungalow proposed on plot 1 will be of similar footprint and appearance in the street scene to others to the west fronting the Fakenham Road. The bungalow has increased in size; however, this increase is on the western part of the dwelling, away from existing properties on Morse Close. The overall design theme of both dwellings remains very similar to the extant permission.
- 5.7 The neighbour comment regarding the open rear elevation of the car port has been considered, however on balance, given this will be largely obscured by boundary treatments when viewed from outside of the site, it is considered acceptable in its current form and not sufficient reason to refuse the application. Furthermore, the boundary treatment plan shows an acceptable boundary solution in the context of the site.
- 5.8 Although outside of the settlement limits; given that the site would be surrounded by residential dwellings, officers consider that the proposal would not represent clear encroachment into the open countryside. The increase in size of the site increases the availability of land for both plots, providing sufficient amenity space for each one despite the introduction of the garage and carport block the proposal does not result in a cramped form of development. The design, size and form of the proposed dwellings and the proposed boundary treatments are all considered to relate sympathetically to the surrounding properties subject to a condition requiring the exact material specification to be submitted to and agreed by the Local Planning Authority. Overall, although the dwellings will be clearly visible, it is considered that their design is acceptable, and they will not be viewed as a discordant feature in the street scene or cause harm to the general character and appearance of the area. The application therefore accords with policies 1 and 2 of the JCS and policy GC4 of the DM DPD.

Residential Amenity

- 5.9 Residential amenity is assessed with regard to considerations such as overlooking, overshadowing and noise impacts on both new and existing residents in accordance with Policy GC4 of the DM DPD.
- 5.10 Plot 1 remains similar in design to the previously approved proposal and is therefore well related to neighbouring dwellings in terms of size and position. The proposal will not directly overlook neighbouring properties on either side. Plot 2 and dwellings on the south side of Morse Close are partially protected by overlooking on the front of their property by the introduction of the garage/car port element of the proposal.
- 5.11 Plot 2 is proposed to increase in footprint from the previously approved scheme, however this increase is limited to the west side of the dwelling. An objection has been received from the neighbouring dwelling on Morse Close, however the dwelling remains in proportion at the closest point with no change in impact from the approved scheme. It is single storey with proposed boundary treatments between to give suitable separation.
- 5.12 Neither dwelling negatively impacts number 81 Fakenham Road itself due to their orientation and the size of number 81's plot. Overall, therefore it is considered that the proposals will not result in a detrimental impact upon neighbour amenity and the application is considered to comply with Policy GC4 of the DM DPD.

Highway Safety

- 5.13 The access for both dwellings is proposed to be from the Fakenham Road in the same position as the previously approved scheme. The Highway Authority has no objection to this approach subject to the inclusion of highways conditions to reflect the same controls as the previously approved plan relating to vehicular access, visibility splays and on-site parking. These have been included in the proposed conditions list. This includes a condition preventing the dwellings from being accessed from Morse Close, thereby addressing some concerns raised by neighbours regarding this street.
- 5.14 It is considered that there is sufficient space within the site for parking and manoeuvring for both dwellings. With the conditions recommended by the Highway Authority mentioned above, overall, the application is considered to accord with policies TS3 and TS4 of the DM DPD.

Other Issues

- 5.15 The majority of the concerns raised by neighbouring residents have either been addressed during the course of the application or in the report above. One neighbour highlighted some sheds that are to be removed contain asbestos and therefore need to be removed from the site in a responsible

manner. An informative will be added to the decision notice which brings this to the applicant's attention and provides some guidance on the safe removal of asbestos material from the site. The contaminated land during construction condition has also been included which requires the applicant to report any unexpected contamination discovered on site during the construction process.

- 5.16 Reference has been made to the additional land used in this application and its previously proposed use as a turning head for Morse Close. This is not an outstanding requirement of any extant planning application or planning permission and the previous ownership issue has been resolved (confirmed through a signed certificate A on the application form). This issue is therefore not a planning matter and weight cannot be given to it in the determination of this application.

Paragraph 68 of the NPPF states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area. The Council has taken a proactive approach to this through the allocation of a range small and medium sized sites and through defining settlement limits for over 80 settlements to facilitate suitable windfall development. Point (c) of NPPF para 68 states that local planning authorities should '*support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes*'. Although this is a material consideration in the determination of the application, it can only be afforded limited weight, given the previous supply of housing on small sites within the district.

- 5.17 Under Section 143 of the Localism Act the council is required to consider the impact on local finances. This can be a material consideration but in the instance of this application the other material planning considerations detailed above are of greater significance.

This application is liable for Community Infrastructure Levy (CIL)

6 Conclusion

- 6.1 The proposal is located outside of the settlement limits of Great Witchingham/Lenwade and is therefore contrary to Policy GC2 of the DM DPD. The site benefits from an extant planning permission through being a revision of a previously approved very similar proposal, also for two dwellings. Officers therefore are able to give significant weight to the extant planning permission when determining the appropriateness of the location and the principle of development on this site.
- 6.2 Therefore while the site generates benefits in terms of economic and social considerations through construction, new residents as customers for local services and the provision of housing, overall, the principle established by the ability of two dwellings to be constructed on the site with no further permissions swings the balance in favour of the proposal in this instance. The

principle of development on this site is therefore considered to be established and acceptable subject to assessment of other development management policies and criteria.

- 6.3 In summary of the above assessment, it is also considered that the development will not result in demonstrable harm to the general character and appearance of the area, residential amenity or highway safety.
- 6.4 Accordingly, given the presumption in favour of sustainable development, the lack of identified harm and also giving significant weight to the extant planning permission active currently on the site, the proposal is, on balance, considered acceptable subject to conditions. The application is therefore recommended for approval.

Recommendation: Approve subject to conditions

- (1) Time limit
- (2) In accordance with plans and documents
- (3) Details of external materials
- (4) Highways – Vehicular access provided and retained as shown on plans
- (5) Highways – Access to be maintained in perpetuity with minimum width of 5.5m for at least 6 metres into the site
- (6) Highways – Access visibility spays
- (7) Highways – On-site parking and manoeuvring areas as shown on plans
- (8) Highways – Access from Fakenham Road only
- (9) Tree Protection Plan
- (10) Landscaping Scheme
- (11) Removal of permitted development rights (Schedule 2, Part 1 of GPDO)
- (12) Contaminated land during construction

Contact Officer, Peter Kerrison
Telephone Number 01508 533793
and E-mail pkerrison@s-norfolk.gov.uk

Planning Appeals: 15 January 2021 to 12 February 2021

Appeal decisions received:

Ref	Site	Proposal	Decision maker	Officer recommendation	Appeal decision
20180869	Merryhill House, Telegraph Hill, Honingham, NR9 5AT	Use of Property as Dwellinghouse (Class C3) without any Occupancy Restriction (Certificate of Lawful Use - Proposed)	Delegated	Full Refusal	Dismissed
20180873	Merryhill Country Park, Telegraph Hill, Honingham, NR9 5AT	Use of Caravans for Sole or Main Place of Residence (Certificate of Lawfulness - Proposed Use)	Delegated	Full Refusal	Dismissed
20191949	159 Plumstead Road East, Thorpe St Andrew, NR7 9LD	First Floor Side Extension, Rear Two Storey Extension & Single Storey Rear Extension	Delegated	Full Refusal	Allowed
20200509	Land at Dog Lane, Horsford, NR10 3DH	Erection of 3 no. Self-Build Dwellings (Outline)	Delegated	Full Refusal	Allowed
20200964	Land at Rectory Road, Rectory Road, Coltishall, NR12 7HF	Erection of Nine Self-Build Dwellings and Service Road (Outline)	Delegated	Outline Refusal	Dismissed
20201222	56 Colindeep Lane, Sprowston, NR7 8EQ	Erection of a dwelling	Delegated	Full Refusal	Dismissed

Appeals lodged:

Ref	Site	Proposal	Decision maker	Officer recommendation
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20181408	Land at Holt Road,Horsford	Construction of 47 Dwellings, Access & Associated Open Space (Outline)	Delegated	Outline Refusal
20201241	The Platform,Broad Lane,Little Plumstead,NR13 5BZ	Demolition of an outbuilding (Workshop) and erection of a self build bungalow	Delegated	Full Refusal
20201649	25 Holman Road,Aylsham,NR11 6BY	25 Holman Road,Aylsham,NR11 6BY	Delegated	Full Refusal

PLANNING COMMITTEE

24 February 2021

Final Papers

Page No

Supplementary Schedule

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Attached is the Supplementary Schedule showing those representations received since the Agenda was published and other relevant information.

DEMOCRATIC SERVICES

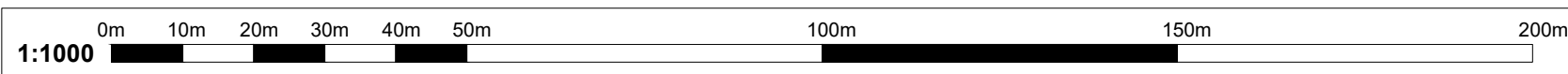
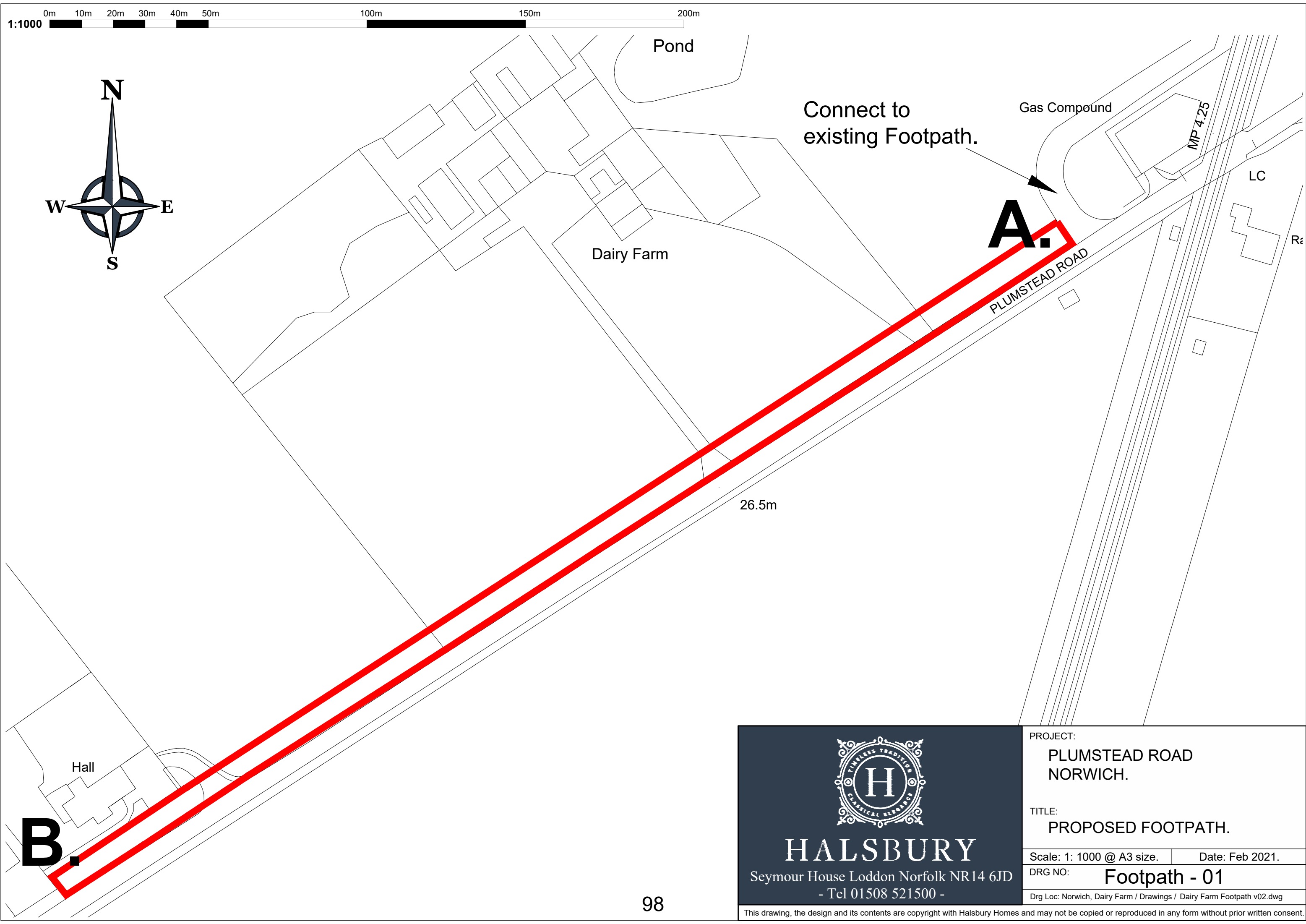
Broadland District Council

Thorpe Lodge, 1 Yarmouth Road, Norwich, NR7 0DU

Email: committee.services@broadland.gov.uk

SUPPLEMENTARY SCHEDULE OF APPLICATIONS TO BE CONSIDERED

Plan No	Application No	Location	Update
1	20200202	Land at Green Lane East, Little Plumstead	<p>Paragraphs 2.2-2.5 of the planning history section on page 13 of the agenda refer to the adjacent site and so are not required, but have been added for context.</p> <p>An additional plan has been received showing the extent of the proposed off site footpath/cycleway between Thorpe End village hall and the existing public footpath exiting onto Plumstead Road. This plan is attached to this supplementary schedule.</p>
2			
3			
4	20202317	Woodview, 81 Fakenham Road, Gt. Witchingham	At the request of the applicant a condition is to be added relating to boundary treatments. Officers have no objection to this additional condition being imposed.



Connect to
existing Footpath.

Gas Compound

MP 4.25

LC

Rd

Dairy Farm

A.

PLUMSTEAD ROAD

26.5m

Hall

B.

HALSBURY
Seymour House Loddon Norfolk NR14 6JD
- Tel 01508 521500 -

PROJECT: PLUMSTEAD ROAD NORWICH.	
TITLE: PROPOSED FOOTPATH.	
Scale: 1: 1000 @ A3 size.	Date: Feb 2021.
DRG NO:	Footpath - 01
Drg Loc: Norwich, Dairy Farm / Drawings / Dairy Farm Footpath v02.dwg	

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