

Planning Committee

Agenda

Date

Wednesday 16 September 2020

Members of the Planning Committee

Cllr S Lawn
(Chairman)

Cllr J M Ward
(Vice Chairman)

Cllr A D Adams
Cllr S C Beadle
Cllr J F Fisher
Cllr R R Foulger
Cllr R M Grattan

Cllr C Karimi-Ghovanlou
Cllr I N Moncur
Cllr S M Prutton
Cllr S Riley

Substitutes

Conservative pool

Cllr N J Brennan
Cllr A D Crotch
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 D G Harrison*
Cllr L A Starling
Cllr D M Thomas

*not met training requirement so ineligible to serve

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.

Time

9.30am

Place

To be hosted remotely at
Thorpe Lodge
1 Yarmouth Road
Thorpe St Andrew
Norwich

Contact

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Broadland District
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-iPyRImsTCIng>

PUBLIC SPEAKING - You may register to speak by emailing us at committee.services@broadland.gov.uk no later than 3.00pm on Friday, 11 September 2020.

A G E N D A

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1	To receive declarations of interest under Procedural Rule no 8	3
2	Apologies for absence	
4	Applications for planning permission to be considered by the Committee in the order set out in the attached schedule	
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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.

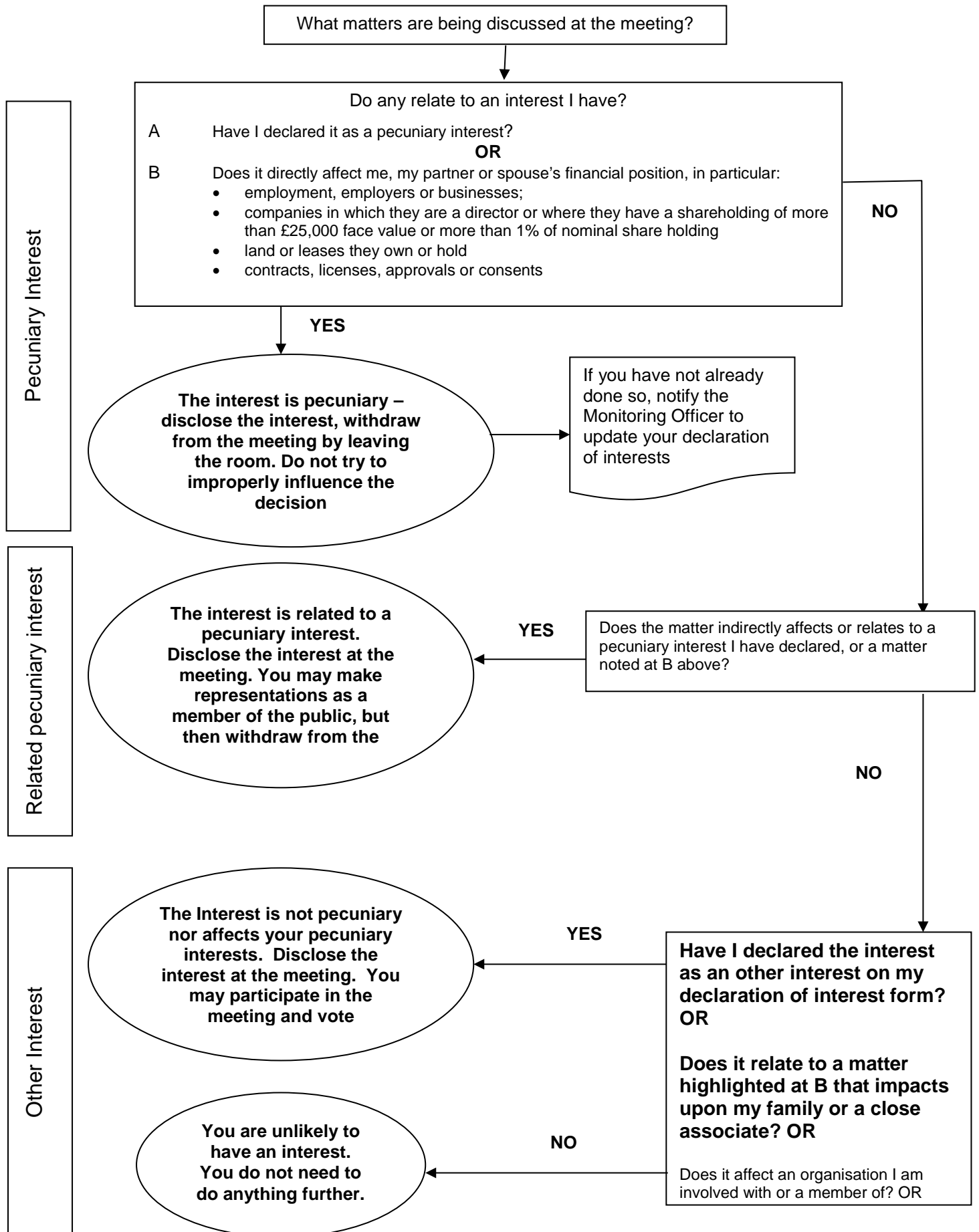
Is the interest not related to any of the above? If so, it is likely to be another interest. You will need to declare the interest, but may participate in discussion and voting on the item.

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

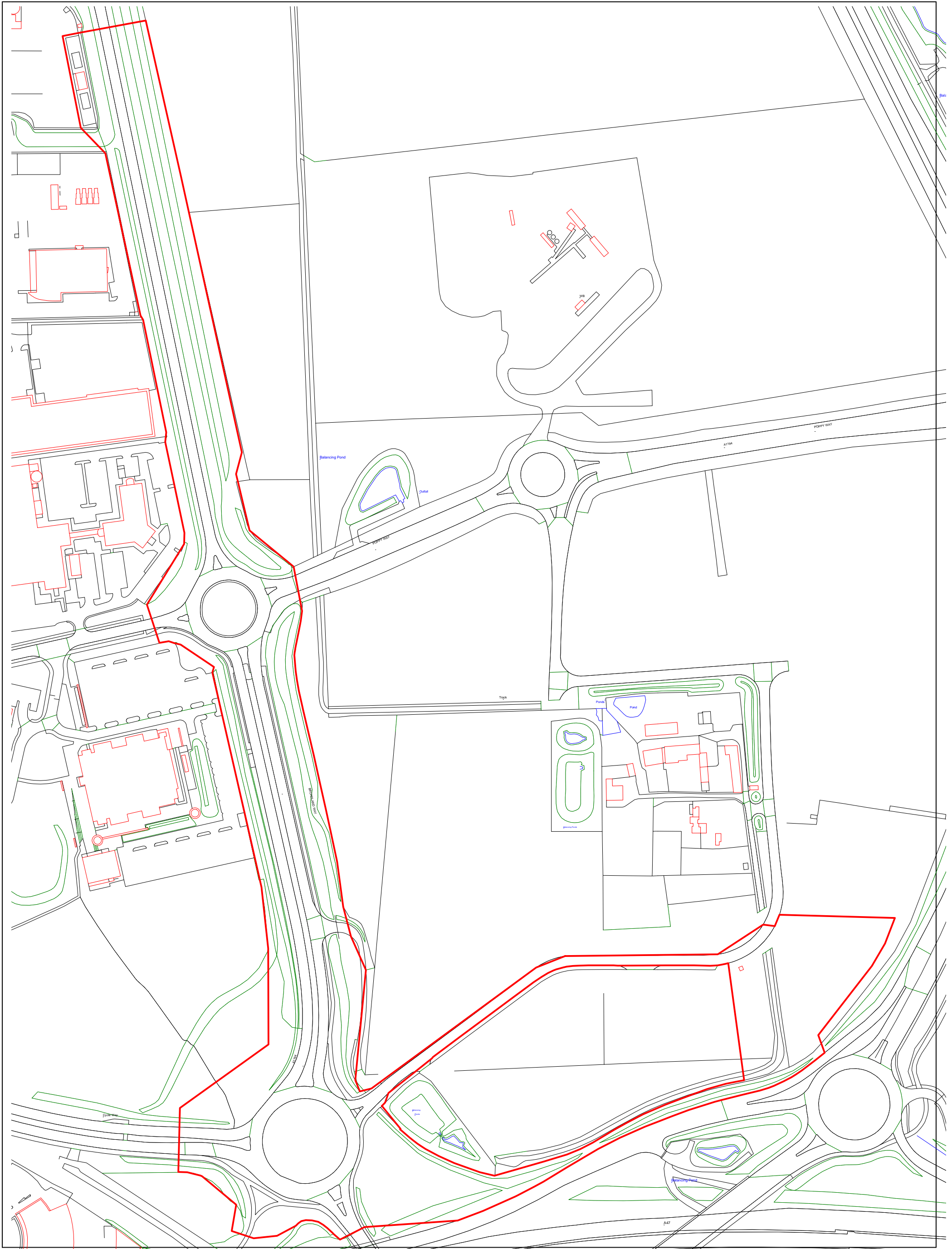
PLEASE REFER ANY QUERIES TO THE MONITORING OFFICER IN THE FIRST INSTANCE

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



SCHEDULE OF APPLICATIONS TO BE CONSIDERED

Area	Application No	Location	Officer Recommendation	Page No
1	20201193	Plot 7, Broadland Gate Business Park	APPROVE subject to conditions	6
2	20200861	Adam and Eve House, Little Hautbois, Coltishall	REFUSE	20
3	20201143	Unit 7, Avian Way, Salhouse Road, Sprowston	APPROVE subject to conditions	39
4	20201017	Hellesdon Hospital, Drayton High Road	APPROVE subject to conditions	46



Application No: 20201193
Plot 7, Broadland Gate Business Park, NR13 5HB

Scale:
1:2500
Date:
8-Sep-20



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Application No: [20201193](#)
Parish: **Postwick (Witton)**

Applicant's Name: Gridserve Limited
Site Address: Plot 7, Broadland Gate Business Park, NR13 5HB
Proposal: Erection of electric vehicle charging station with ancillary uses at first floor level to include Class E (retail and a coffee shop), plus associated electrical infrastructure, car parking and landscaping (amended description)

Reason for reporting to committee

The proposal complies with the principle of Policy GT10 of the Area Action Plan, however it is contrary to the precise wording which specifies acceptable uses because it is Sui Generis (ie it does not fall into any Use Class).

Recommendation summary:

Approve subject to conditions.

1 Proposal and site context

- 1.1 The proposal relates to a full application seeking to develop land for an electric vehicle charging station at the Broadland Gate Business Park.

The red line includes the development site itself, private roads (to demonstrate access), as well as the cabling connection routes which connect the site to the power network.

- 1.2 There is one building which is approximately 37m long by 21m wide which has a 750sqm ground floor area set out with the 24 rapid parking spaces to be used for charging electric vehicles. At first floor above the covered charging points are ancillary facilities, provided for people while they wait. This includes toilets and a plant room and approximately 730sqm of Class E uses (this has been amended from A1/A3 following the changes to the Use Classes Order that came into effect on 1 September 2020) and meeting space; to be a small café/coffee shop/retail and desk space for laptops as waiting times would be between 15 min-1 hour. The building has a maximum height of 12.33m at the southern end with the majority of the building height being 8.89m.

The site also has 2 HGV, 8 branded and 6 lower vehicle charging points. Access to the site is on the western boundary across the site. Vehicles circulate clockwise and access to the building is at the northern side where cars drive in and park and then exit to the south and back through the main site access. Cycle parking is provided next to the building.

A service area with waste facilities is located to the north along with parking and a picnic area for customers with landscaping surrounding. To the south is the sub-station with further landscaping and the retained TPO trees. A 1m hedge is shown along the east boundary with fencing around the rest of the site as shown on the plans.

The building will be finished with a combination of cladding panels, the main copper panel being a Kingspan panel with feature cladding panels to either end of the building, signage zones and below the windows by both Kingspan and Euro Clad in dark and light grey with a canopy and flashing run around the building. A living green wall façade system will clad the fire exit stair.

- 1.3 The applicant is Gridserve and this is a new facility which responds to the UK Government's pledge to stop the sale of petrol and diesel cars by 2040 at the latest and to achieve zero net carbon emissions by 2050 with a resulting increase in ownership. The company aims to provide a network of charging facilities nationwide to meet this demand.

The building will have PV panels on the roof producing 63MWh of energy a year which, along with embedded energy efficiency measures will mean that all the building's energy needs as well as all the electricity to charge customer's electric vehicles will be 100% renewable .

- 1.4 Outline Approval [20081773](#) (as amended by [20170827](#)) was approved on 14 September 2017 for an extension to the existing Broadland Business Park and is known as Broadland Gate. It granted permission for a wide variety of uses;

- 42,000sqm of B1 and B8 uses,
- a business village containing up to 4,500sqm of A1, A2, A3 and A4 uses,
- a community zone containing up to 7,500sqm of C2, C3 (excluding residential dwellings) and D1 uses,
- a hotel of up to 7,000sqm and leisure facility up to 2,100sqm including C1, A3, A4 and D2 uses
- 1200 sqm car showroom.

- 1.5 This approval was amended by 20170827 and it revised the quantum of development to;

- 42,000sqm of B1 and B8 uses;
- a business village containing up to 4,500sqm of A1, A2, A3 and A4 uses;
- a community zone comprising up to 4,920sqm of C2 and D1 uses;
- a leisure zone comprising up to 5,780sqm including A3, A4 and D2 uses;
- 7,100sqm of car showroom (Sui Generis).

In doing this it removed the masterplan 2534-PL-002N from the list of plans which showed 11 large plots with a general location of uses. However, the overall quantum of uses on the business park was retained.

- 1.6 The application is accompanied by supporting documents. These include an Arboricultural Survey, Archaeology Report, Preliminary Ecological Appraisal, Energy Statement, Noise Assessment, Planning Statement, Transport Statement and a Design and Access Statement.
- 1.7 The site is at Broadland Gate which is part of the Broadland Business Park to the east of Norwich. It located off the approved internal spine road to the west of the A1270 and is 0.74ha in size.

Broadland Gate has a dedicated roundabout from the A1194 which links directly eastwards to the A1270 Broadland Northway roundabout to the north of the Postwick A47 interchange. It can also be accessed from the business park to west via the internal link road which connects back to the main route into Norwich.

- 1.8 The site is within the parish of Postwick but the village lies to the south-west and is separated by the A47 trunk road. The site relates more closely to the built form of Thorpe St Andrew to the west; the Business Park and the residential areas beyond.

2 Relevant planning history

2.1 [20081773](#): Outline approved 19 October 2011

(1) Outline for a Business Park containing a commercial zone of up to 42000 sqm of B1 and B8 uses, a business village containing up to 4500 sqm of A1, A2, A3 and A4 uses, a community zone containing up to 7500 sqm of C2, C3 (excluding residential dwellings) and D1 uses, a hotel of up to 7000 sqm and leisure facility up to 2100 sqm including C1, A3, A4 and D2 uses and a 1200 sqm car showroom, associated infrastructure to include highway works, car parking, landscaping, drainage and other ancillary infrastructure.

(2) Application in detail for junction improvements at Postwick Interchange to include new slip roads, link roads, overbridge, landscaping, formation of balancing ponds and drainage.

Condition 9 set out the specific uses and Condition 10 limited the A1 Use.

2.2 [20170827](#): Approved 14 September 2017

Variation of Conditions 8, 9 & 27 of Planning Permission 20081773
(Revised Plans, Revised Quantum of Development & Infiltration Basins

respectively). GT10 Broadland Gate Land to the East of Broadland Way and to the North of A47 Postwick.

Condition 9 varied the specific uses.

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 06 : Building a strong, competitive economy
NPPF 09 : Promoting sustainable transport
NPPF 11 : Making effective use of land
NPPF 12 : Achieving well-designed places
NPPF 15 : 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 5 : The Economy
Policy 6 : Access and Transportation
Policy 9 : Strategy for growth in the Norwich Policy Area
Policy 12 : Strategy for growth in the Norwich Fringes
Policy 19 : Hierarchy of Centres
Policy 20 : Implementation

3.3 Greater Norwich Local Plan – Stage C Regulation 18 Draft Strategy and Site Allocations 2020

Policy 6 – The Economy, allocates employment land in accessible locations to meet identified need and provide for choice.

It identifies Strategic employment areas which includes the complex of several business parks at Thorpe St Andrew. The site is within this area in the Broadland Business Park.

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

Policy GC1 : Presumption in favour of sustainable development
Policy GC2 : Location of new development
Policy GC4 : Design
Policy GC5 : Renewable Energy
Policy EN1 : Biodiversity and Habitats
Policy EN2 : Landscape

Policy EN4 : Pollution
Policy TS3 : Highway safety
Policy TS4 : Parking Guidelines
Policy CSU5 : Surface Water Drainage

3.5 Site Allocations Development Plan Document 2016:

The site falls within the Growth Triangle AAP area and the Postwick Hub scheme which has been completed.

3.6 Growth Triangle Area Action Plan 2016

Policy GC1: Presumption in Favour of Sustainable Development
Policy GT10: Broadland Gate

4 Consultations

4.1 Postwick with Witton Parish Council:

No objections.

4.2 NCC Highway Authority:

No objection subject to conditions.

4.3 NCC Historic Environment:

The applicant has already commissioned and completed the required programme of archaeological mitigation, pre-application. As very little of archaeological significance was encountered, we will not be recommending a planning condition requiring any more archaeological mitigation.

4.4 Heritage and Design Officer:

In terms of the use/location/type of building the location is ideal and will promote more sustainable use of electric cars which is to be welcomed.

The building appears very modern in its shape and form. However, it is important that the building is not looked at as being a building that could be built 'anywhere' and this building will be a highly visible building next to the A47/Broadland Northway junction. Being at this junction, the site is going to be in a very prominent position for people visiting Norfolk including the coastal resorts and the Broads National Park. It is as important to design good architecture which respects local distinctiveness and character here as it is important at junctions approaching other national parks such as the Lake District. The architecture of the building should identify with the characteristics of the local area and surroundings.

Section 2 of the National Design Guide refers to Identity I1 refers to existing local character and identity and there is no evidence that this building has been designed with that in mind. Para 52 states “Well-designed new development is influenced by: an appreciation and understanding of vernacular, local or regional character, including existing built form, landscape and local architectural precedents; the characteristics of the existing built form – see Built form; the elements of a place or local places that make it distinctive; and other features of the context that are particular to the area – see Context .”

I note that the building is a modular design, and uses Kingspan cladding, for a more efficient construction. I have no objection to the use of more modern materials with the more contemporary form, and therefore it is more a case of the careful use of colours and textures to create a building that is appropriate for its context and reinforces a local ‘Norfolk’ identity. The main colour chosen is however a very strident copper. Being to the periphery of the city and taking into account the character of the wider Norfolk landscape, I would recommend a ‘softer’ approach to material choice. The building will already stand out because of its position and form, and the use of ‘gentler’ colours would therefore make the building fit it more into more rural Norfolk context.

I notes in para 34 of the design and access statement that 3.4 that the choice of materials is “largely chosen by corporate image and identity that Gridserve are looking to develop for all their future sites throughout the uk”. If the same building design and materials are to be used in all parts of the country from Kent to Cumbria, Cornwall to Inverness, then that dilutes local identity and character nationally.

Para 56 of the National Design Guides states “56 Materials, construction details and planting are selected with care for their context. They are attractive but also practical, durable and affordable. They contribute to visual appeal and local distinctiveness. In well-designed buildings, the materials and details suit the design concept and they are consistently followed through the construction process to completion.”

This part of Norfolk is characterised by Norfolk red brick and red/black pantiles, as well as some softer creamer gault brick (limited use of flint in this area). Existing buildings in the nearby area in the business park are built in the local materials of this softer gault brick which reflects the brickwork of the nearby former St Andrews Hospital. My suggestion would be to use more natural colours to offset the more dramatic appearance of the building e.g. Grey/beiges (to reflect light colour of gault bricks)/greys etc. If more strident colours such as copper are used they should be used more limited amounts to mark out entrance in terms of legibility etc rather than for the whole building. Corporate identity can be carried through in the overall design approach and corporate colours for some key elements such as the entrance, however corporate identify should not override locally distinctive character.

4.5 Lead Local Flood Authority:

Having reviewed the application as submitted, it appears that this would be classed as minor development (see section A4.3 in the Annex of our current guidance).

If there is an incident of flooding that has been investigated by Norfolk County Council in the vicinity of the site, further information on key findings and recommendations are publicly available on our website.

The Local Planning Authority would be responsible for assessing the suitability for any surface water drainage proposal for minor development in line with National Planning Policy Framework (NPPF).

4.6 Anglian Water:

No assets owned by Anglian Water or those subject to an adoption agreement within the development site boundary.

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

This application has a proposal to connect into Icosa Water's network, Icosa may have further comments to make on this application. 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. Informative to add.

The preferred method of surface water disposal would be to a sustainable drainage system (SuDS) with connection to sewer 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 re-consulted to ensure that an effective surface water drainage strategy is prepared and implemented.

4.7 Environmental Management Officer:

Condition AM14 added regarding the identification of unexpected contamination.

4.8 Environmental Contracts Officer:

This is a commercial site, so all waste collections will need to be undertaken by a commercial waste contractor. It is good to see that the applicant has considered recycling and that they are looking to minimise waste on this development following the waste hierarchy. A picnic area is visible on the plans and it is likely litter will also be produced in all parking areas. Please can the applicant ensure litter bins are provided. Any litter bins on site will need to be serviced by the site management team or a commercial contractor. Please can the applicant ensure there is a litter strategy to deal with any litter generated on site that may not be placed in bins. An example of good practice is McDonalds, who ensure they litter pick their own site regularly to fulfil their duty to contain waste produced on their site. This type of approach is welcomed. I can see a separate area for commercial waste collection, and access to this with a dedicated service vehicle bay, this should be appropriate for a large HGV to access.

4.9 Environmental Health Officer :

I've taken a look at the noise report associated with this and generally I have no concerns. In the conclusion the report states that the client has confirmed none of the plant they are likely to use will exceed the 69dB(A) threshold set by the acoustician. It would be worth applying a condition to require submission of details of the plant prior to commencement.

4.10 Other representations:

No neighbour representations have been received.

4.11 Norfolk County Council Natural Environment Team:

No objections subject to a relevantly worded condition to ensure the mitigation measures proposed in the ecological reports are secured.

5 Assessment

- 5.1 Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004) requires that applications must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), other policy documents detailed above and any other matters referred to specifically in the assessment below.

Key Considerations

5.2 The main issues in this case to be considered;

- Principle of the use
- Character and appearance of the area
- Impact on neighbouring units and residents
- Impact on highway safety

Principle

5.3 The principle of the development was assessed in detail as part of outline application 20081773, which was approved in 2011, and amended later by application 20170827.

Since the original planning approval date new development plan documents have been adopted and the Joint Core Strategy has been subject to amendment. These did not materially alter the policy considerations relating to the assessment of the 2017 application. Since 2017, there have been no new adopted local plan development documents, however a new version of the NPPF was published in February 2019. It is not considered that the revised NPPF contains any new provisions which alter the principle of development at this site.

5.4 Following the approval Broadland Gate was allocated in 2014 in the JCS as an extension to Broadland Business Park. This is for approximately 25ha general employment uses and the allocation acknowledges that this will include a variety of different uses.

5.5 In 2016 the Growth Triangle Area Action Plan (AAP) was adopted for the north-east of Norwich which included the Broadland Business Park.

Policy GT10 of this deals with the detail of the Broadland Gate extension and states that the allocation should be completed in accordance with the existing planning permission, as set out in paragraph 1.4, which specifies the uses. However, the use as an electric car charging facility is Sui Generis, which means it does not fall within any other Use Class. For this reason the proposal does not comply with Policy GT10. The necessary increase in this type of facility would not have been anticipated when the original approval was submitted as circumstances have changed. I consider that the proposed use is in line with the overall aim of the business park to provide services and facilities which group together.

5.6 The proposal is to support the use of electric cars, which the Government is promoting in order to promote sustainable development through a zero-carbon economy and help address climate change. The NPPF states in paragraph 81 that planning policies should be flexible enough to accommodate needs not anticipated in the plan. Given that the need for

electric vehicles and charging points is a recent requirement from the Government it would not have been considered in the 2008 application, but is now a recognised need. For the reasons set out I consider that the principle is acceptable and in line with the NPPF, Policies 1 and 3 of the JCS and Policy GC5 of the DM DPD.

Character and appearance of the area

- 5.7 The whole area is allocated for development therefore, whilst it is currently a field it is acknowledged that it will be part of a wider built urban form. The character will become one of larger newly built employment buildings, modern in design to meet current building standards. The building form and materials will be similar to existing and approved buildings to the north, east and south - functional glass, steel and cladding - as summarised in paragraph 1.2 and set out in the submitted documents.

The site is on the eastern boundary of the allocation, adjacent to the A1270 and, as noted by the Senior Design and Heritage officer, it is a prominent corner plot and the building will also be prominent. However, any building in this position would be highly visible and this is the reason the applicants chose this particular plot. They state that it is a good location for this use which is to serve vehicular traffic and it should be noticed in order that drivers can identify and use it.

The building is a high quality design with glazing and cladding. As noted by the Senior Design and Heritage Officer it is a contemporary style building, this is discussed in the supporting documents and reasons for the materials set out. He considers that the building should use more natural colours as it is on the edge of the City and a gateway to the Broads National Park. Furthermore he suggests the colour palette could be changed to reflect the local area and existing buildings to offset the more dramatic appearance of the building (e.g. grey/beiges) with the strident colours used in limited amounts. The applicant has stated that the specific colours have been used because they are the corporate branding which enables the facility to be recognised nationally within the road network. Given that this is a business park and dominated by contemporary, corporate buildings as is typical, on balance I consider that the building has been well designed, is appropriate for the location and that a refusal could not be justified on the Senior Design and Heritage Officer's comments.

- 5.8 There is a slight slope across the site north-south of 4m with a steeper slope in the southern corner. The site is former agricultural land. There is a hard surfaced track to the south, bounded by a hedgerow on both sides with a single tree. Because of the approved plot subdivision this would have to be removed to facilitate any development and in this case replacement planting of three oaks is proposed as part of the wider landscaping plan. Just outside the southern boundary, adjacent to the highway, there is a line of trees to the south which are protected (T12-T16) and the plan shows that

development will be outside of the root area to ensure they remain healthy and continue to provide habitat and soften this area.

Landscaping is shown surrounding the site and the building sits in the central area with planting either side. A condition can be attached to ensure this is provided and maintained.

The Norfolk County Council Ecologist required further bat surveys to be undertaken during the course of the application, which the applicant undertook. The Ecologist has now confirmed that they have no objections to the application subject to a condition to secure the mitigation proposed in the supporting ecological surveys and landscaping plans.

Impact on neighbouring units and residents

- 5.9 Postwick with Witton Parish Council raises no objection and there have been no representations from any local residents. Given that the site has approval for a business use I do not consider that this proposal will have any additional adverse effects on amenity and therefore complies with Policy GC4 of the DM DPD.
- 5.10 The proposal is to be open 24 hours and a noise report has been submitted which sets out the maximum likely level as 66dB (A) at 1m although the specification for the equipment has not been finalised. The Environmental Health Officer is satisfied with this and suggest a Condition to ensure plant equipment is appropriately controlled.

A lighting plan has been submitted and no objections have been received from the Highway Authority, the County Ecologist or any local residents.

Impact on highway safety

- 5.11 Policy 6 of the JCS and Policy GC4 of the DM DPD encourages development proposals to be accessible to all via sustainable means including public transport. The Broadland Gate site was allocated because of its location which, is accessible and has direct links to the City; it is a good location for this use.
- The internal spine road has been constructed which would serve the site and adequate access is shown. Parking is a vital part of the proposal and this has been provided and laid out in accordance with highway specifications. The Highway Authority has no objection to the application, with a standard condition to attach relating to laying out the access and parking.

Other Issues

- 5.12 The NPPF requires significant weight to be placed on the need to support economic growth and productivity (paragraph 80). Policy 5 of the Joint Core Strategy supports the development of the local economy in a sustainable

way, with larger scale needs being met through the allocation of suitable land. The proposal will support other employment uses in the area and, if approved it would create 5 new jobs. I give this moderate weight in my consideration of this application. The need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration.

- 5.13 The site is within Flood Zone 1 where there is a low probability of flooding and no requirement for a Flood Risk Assessment. Drainage plans have been submitted as part of the application, the LLFA has not raised an objection and Anglian Water has confirmed that there is capacity locally.
- 5.14 The Contracts Officer suggests bins should be provided for the picnic area and this can be required by Condition if necessary.
- 5.15 A separate application would be required for the proposed signage which has been identified for information only on the submitted plans.
- 5.16 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.
- 5.17 This application is not liable for Community Infrastructure Levy (CIL) as the extant outline approval was determined prior to the introduction of CIL in Broadland.

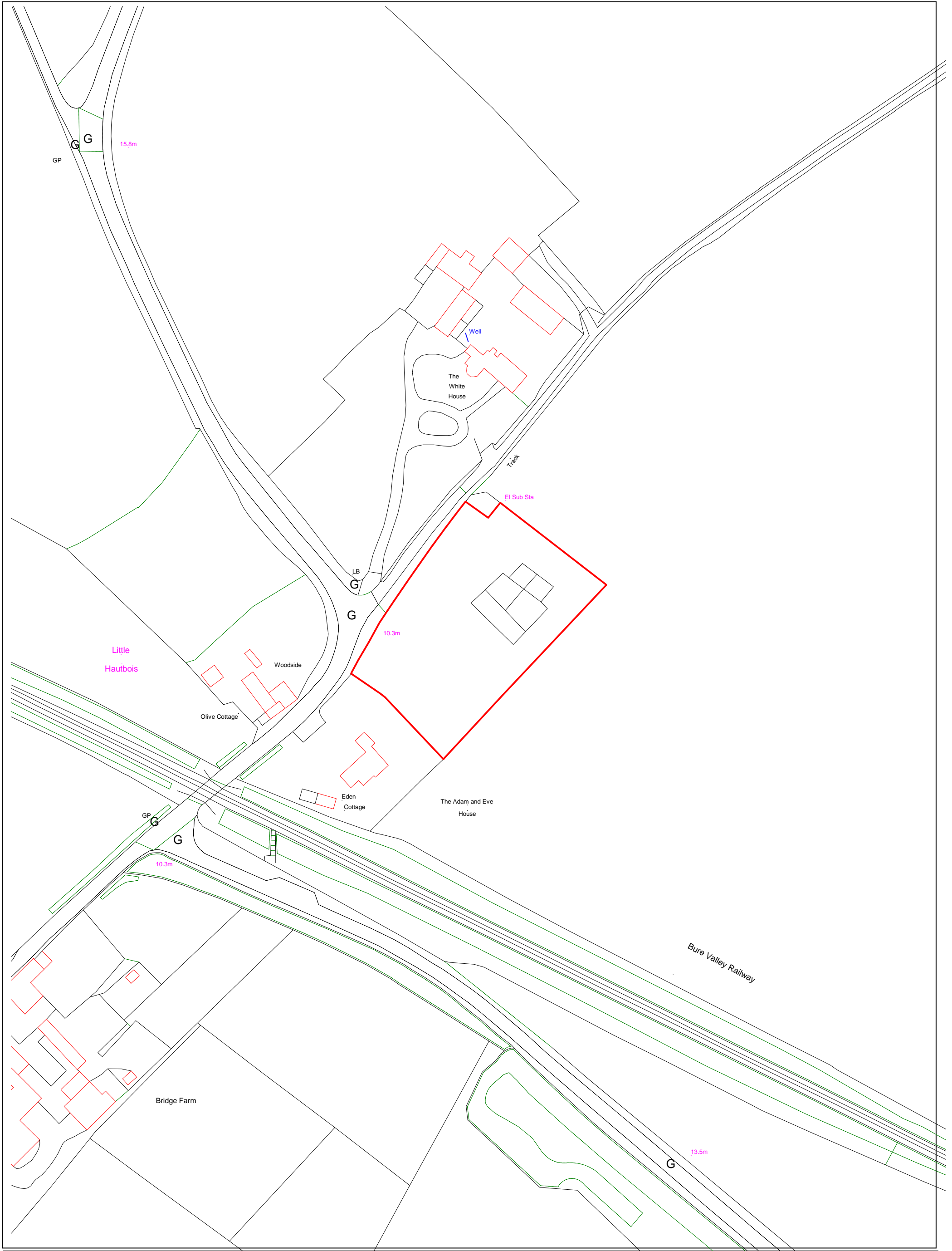
Conclusion



- 5.18 The site is allocated as a business park and the application relates to the principle of the proposed use in this location. Policy GT10 reflected the planning approval in place at that time in order to ensure a well planned development dominated by employment and complementary uses. I consider that this use is in line with the general employment uses envisaged by Policy GT10 and it is an appropriate location for this proposal. As such the proposal accords with the Development Plan for the area. In addition, I consider that the proposed development, as amended following consultation, by virtue of its scale, form and location, will not have a significant detrimental impact on the amenity of neighbouring units/residential properties, or highway safety and will not have a detrimental impact on the character and appearance of the business park or the surrounding area as a whole.
- 5.19 I consider the proposal detailed above to be an acceptable form of development and to be 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: Approve subject to the following conditions:

- (1) Time limit (TL01)
- (2) In accordance with submitted drawings as amended (AD01)
- (3) Contamination (AM14)
- (4) Parking (SHC21)
- (5) Construction workers parking (SHC 23)
- (6) Construction management plan (SHC24A)
- (7) Construction management plan compliance (SHC24B)
- (8) Landscaping – provision/timing/maintenance (L07)
- (9) Landscaping – Protection (L09)
- (10) Landscape management plan (L13)
- (11) Details of plant (AM11)
- (12) Ecology (bespoke)

Contact Officer, Ben Burgess
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 <p>Broadland District Council ~ leading the way ~ broadland.gov.uk</p>	<p>Application No: 20200861</p> <p>Adam and Eve House, Little Hautbois, Coltishall, NR12 7JS</p> <p>Reproduced by permission of Ordnance Survey on behalf of HMSO. © Crown copyright and database right 2011. Ordnance Survey Licence number 100022319.</p>	<p>Scale: 1:1250</p> <p>Date: 8-Sep-20</p>	<p>N</p> 
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Application No: [20200861](#)
Parish: **Buxton with Lamas**

Applicant's Name: Ms Charmley
Site Address: Adam and Eve House, Little Hautbois Road,
Coltishall, NR12 7JS
Proposal: Proposed two bedroom detached dwelling with
associated access and parking

Reason for reporting to committee

The Local Member has requested that the application be determined by the Planning Committee for appropriate planning reasons as set out below in section 4.

Recommendation summary:

Refuse

1 Proposal and site context

- 1.1 The application is seeking full planning permission for the construction of a single detached house within the garden of Adam and Eve House, Little Hautbois.
- 1.2 The applicant is applying for full planning permission under Paragraph 79(e) of the National Planning Policy Framework (NPPF), which allows for residential development in the countryside where the design is of exceptional quality. In this case the application is for the construction of a Premium Standard Passivhaus, which is also designed to Lifetime Homes standards. The proposal aims to create an environmentally friendly, efficient and sustainable home that can adapt to changing needs over time.
- 1.3 The proposal is also being promoted as a self-build property under the Self-build and Custom Housebuilding Act 2015.
- 1.4 The application site lies immediately north east of Adam & Eve House a Grade II Listed Building and a former public house converted into a private residential dwelling. This is an 18th century two storey dwelling constructed of red brick and flint with a steeply pitched roof, parapet gables and gabled dormers to the front elevation. There are two other Grade II Listed Buildings nearby to the proposed site. Foxwood and a pair of barns that are located to the north of the application site on the opposite side of the Loke. The buildings are late 17th century with a mix of painted brick, red brick, knapped flint, pantiles and thatch. These buildings lie within a small cluster of dwellings in the hamlet of Little Hautbois on Little Hautbois Road. The immediate built character around the application site is one of detached residential dwellings set in spacious plots and of a traditional design in terms of appearance.

- 1.5 The application site lies outside of any defined settlement boundaries, lying approximately 2km to the south east of Buxton and 1.75km to the north west of Coltishall. Former RAF Coltishall is located south west of the site.
- 1.6 The proposed site is currently used as a garden and amenity plot for Adam and Eve House. The site slopes slightly from north east to south west. Great Hautbois Road and the Loke run along the north west boundary of the site. The Loke is an unmade track that provides access to surrounding farmland. The north eastern and south eastern boundaries are formed by a low bank and established tree lined hedge, beyond which is open farmland. A low bank and established hedge forms the boundary between the plot and the gardens of Adam and Eve House. The plot comprises of cut meadow areas and established trees mainly around its boundary. There is a fenced area within the site containing chicken coops.
- 1.7 A new access will be created into the site and onto Great Hautbois Road via the Loke, at a point where there is wide highway verge. Separate access will be retained for Adam and Eve House further south.
- 1.8 The design of the proposed dwelling is of modern form taking account of the requirements for achieving PassivHaus Premium standards. It has elements taken from nearby buildings and aims to complement the prevailing built character. Revisions to the appearance of the proposed dwelling have been made during the course of the application to take account of some of the Heritage and Design Officers comments, which are provided in full at section 4.4 of this report.
- 1.9 The proposal is for a two storey dwelling, however the height of the building will be equivalent to 2.5 storeys. This is to ensure that air currents can operate properly. The dwelling will be within the lower level portion of the site and remain subservient to Adam and Eve House.
- 1.10 The building will be constructed using brick and render and have a standing seam zinc roofing, timber windows and veranda. The windows are small but been designed to look larger than is normal for a PassivHaus with the use of dark painted outer frame recessed to give an illusion that the glazing is more substantial.
- 1.11 A Passive House (PassivHaus) is an advanced low energy construction standard for buildings. By using high performance insulation and making a building air tight, it eliminates heat loss and creates a building with very low environment impact. This means very little energy is needed to heat the building and no traditional heating system is required. PassivHaus Premium is where the amount of energy generated exceeds the energy needed. The applicant has stated that it is believed that this design of Passivhaus Premium will be the first dwelling of this kind in the country.
- 1.12 To achieve PassivHaus Premium the amount of renewable energy generation

needs to be maximised and the amount of energy used minimised. This can be achieved through a combination of ways, from modest changes to the window frames to the entire shape and internal functioning of the building, plus additional solar panels. The applicant has stated that the design of the proposed dwelling shows that this can be achieved whilst still designing a house that is consistent with and complements the prevailing character in a traditional rural setting with the use of sustainable and traditional materials and incorporating on-site generation of renewables such as PV array.

- 1.13 Paragraph 79 designs are usually bespoke, concept designs and focus on drawing out unique aspects or features of the setting. This proposal is being promoted as a scheme that could be replicated and used more widely due to the use of more traditional materials and design.

2 Relevant planning history

- 2.1 No relevant planning history.

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
NPPF 16 : Conserving and enhancing the historic environment

3.2 Joint Core Strategy (JCS) 2014:

Policy 1 : Addressing climate change and protecting environmental assets
Policy 2 : Promoting good design
Policy 15 : Service villages
Policy 17 : Smaller rural communities and the countryside

3.3 Development Management Development Plan 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)

Landscape Character Assessment SPD 2013:
Identifies the application site as falling within the Coltishall Tributary Farmland (D3) land character area

3.5 Statutory duties relating to Listed Buildings, setting of Listed Buildings and Conservation Areas:

S16(2) and S66(1) 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.

3.6 National Design Guide:

The National Design Guide sets out the characteristics of well-designed places and demonstrates what good design is in practice. It sits alongside Planning Practice Guidance 'Design Process and Tools' which provides advice on the key points to take into account on design and the NPPF 'Achieving well-designed places'.

4 Consultations

4.1 Buxton with Lamas Parish Council:

The Council resolved to support this application with 5 having no objections and 1 abstaining.

Norfolk County Council recognises in its Environmental Lighting Zones policy the importance of preserving dark landscapes and dark skies. In order to minimise light pollution this Council recommends that any outdoor lights associated with this proposed development should be:

1. fully shielded (enclosed in full cut-off flat glass fitments)
2. directed downwards (mounted horizontally to the ground and not tilted upwards)
3. switched on only when needed (no dusk to dawn lamps) white light low energy lamps (Philips Cosmopolis, LED or fluorescent) and not orange or pink sodium sources.

4.2 District Councillor:

I am writing on request of a resident regarding planning application 20200861, if you are of a mind not to give planning consent then please accept this email as my formal request to call the application in for consideration by the planning committee.

Please note my reasons for doing so,

- It meets policy DM DPD GC1 as its sustainability benefits outweigh its negative impacts of in filling a garden plot.
- It meets the exceptional and innovative design criteria providing Buxton Ward with an example of a net positive energy building, merging modern passivhaus design with a more traditional look and feel design features that nod to the Victorian farm house feel within Lt Hautbois. Thus meeting policy criteria GC4 (i), (ii), (iii), and (x). The style is in keeping with neighbouring houses filling in a gap in the village settlement envelope and helps to give more cohesion to the village.
- It also makes a meaningful renewable energy contribution as it will produce more energy than it uses providing a net positive energy gain. It will provide an exemplar in the ward.
- Access is onto the loke first and then the highway and due to the topography, any traffic is easily seen and there are no visible safety issues. It would also not result in significant increase in traffic into the loke.

If you decide to grant permission then please be advised I do not wish the application to go to the planning committee as a result of my call in.

4.3 Norfolk County Council as Highway Authority:

No objections. Should your Authority be minded to approve the application I would be grateful for the inclusion of the following conditions and informative note on any consent notice issued: -

- Prior to the commencement of the use hereby permitted the vehicular access on the private track from the highway (Little Hautbois Road) shall be upgraded in accordance with the Norfolk County Council residential access construction specification for the first 5 metres as measured back from the near channel edge of the adjacent carriageway in accordance with details to be agreed in writing by the Local Planning Authority.
- Arrangement shall be made for surface water drainage to be intercepted and disposed of separately so that it does not discharge from or onto the highway carriageway.
- Prior to the first occupation of the development hereby permitted the proposed on-site car parking and turning area shall be laid out in accordance with the approved plan and retained thereafter available for that specific use.

4.4 Heritage and Design Officer:

Previous comments were made and there have been some revisions made to the design of the building, however no significant design amendments and the building retains a very similar appearance. Although I appreciate the sustainable attributes of the design, I therefore still have fundamental concerns regarding the architectural approach and whether this is the right design in the right place.

The site is also located adjacent to a grade II listed building, the former Adam and Eve.

Impact on setting of the listed building

The listed building is a relatively small vernacular house/cottage, formerly a public house, and set within a relatively spacious curtilage with landscaped hedgerow borders. There is clear landscape separation between the house and plot for the proposed dwelling with a thick hedgerow. There is no design relationship between the listed building and the site to the east (i.e. the building has not been designed to specifically overlook and appreciate this space as may be the case with a higher status building for example.) The setting of the listed building can therefore be considered to be more its immediate surroundings, although the building is still experienced within a small cluster of buildings forming the Little Hautbois hamlet. I do not consider that an additional house set within the neighbouring plot would appear incongruous and harm the wider setting. I therefore consider that in principle a suitably designed building in terms of scale, form and positioning within the plot and maintaining existing hedgerow boundary would not have a harmful impact on the setting of the listed building.

Paragraph 79 Assessment

The requirements of para 79: e) are that “the design is of exceptional quality, in that it:

1. is truly outstanding or innovative, reflecting the highest standards in architecture, and
2. would help to raise standards of design more generally in rural areas; and
3. would significantly enhance its immediate setting, and
4. be sensitive to the defining characteristics of the local area.”

With regard to the construction of the proposed dwelling it is being designed with the Beattie passivhaus system. The Beattie system has been used before in the country, indeed looking at the website it has been used for the construction of a house in Great Yarmouth. The application states that this will be ‘Premium Passivhaus’ and having looked at websites this would appear to be the first premium passivhaus in the country if it does achieve this standard so it would be considered innovative. If granted permission the house would need to be meet this requirement/standard.

The building is a simple gabled form which sits on the site in a similar manner to a traditional building built within a normal plot. On the south side is a veranda. The building is rendered. Window sizes are smaller than would be normal due to meeting passivhaus standard. The gabled form is also unusually thin and tall which means there is a large gap between the first floor windows and the eaves.

There has been some design amendments. The roof will be metal which will lend the building a more contemporary appearance. Also windows will be set back further within the reveal which will give depth to window openings. The raised gable parapets have also been removed that will produce a 'crisper' more contemporary appearance. Fundamentally however the building will retain a very similar appearance.

In terms of assessing whether the building is an outstanding design I do accept that to some extent this is a subjective. However, it is my opinion that although the design is unusual due to its form, fenestration and materials and will be 'eye catching', I consider that a casual viewer looking at the building would not necessarily consider that it is an outstanding design in comparison to other new dwellings being constructed within the locality or regionally/nationally particularly when considering how it fits into its location and setting. It is my opinion that the design is not outstanding.

An important part of the design approach in terms of paragraph 79 is for it to be sensitive to the defining characteristics of the local area. In response to this the design intentionally seeks to emulate some aspects of the traditional character and appearance of historic vernacular Norfolk buildings, however I do not consider that it has done this successfully. Due to the need to meet the Passivhaus premium standard there is a dichotomy between a design that attempts to look traditional with design details and a building that is designed to meet these requirements. This requires a very careful design approach. When considering paragraph 79 it is important that the design of the building, even if it has sustainable credentials, is not designed so that it appears out of place and incongruous within its setting and the local character. This does not mean to say that the building can't appear contemporary.

Although a design has to be sensitive to local character there is no requirement within paragraph 79 to directly copy elements of the surrounding traditional surrounding architecture, but the building should be designed so that it is sensitive to local characteristics, and this can be done through referencing the local character in terms of the way in which traditional buildings fit into the surrounding landscape through their form, shape, colours and textures etc. in materials. A building can very much appear 'of its time' and look very different in terms of appearance, but it can still be seen as a building that is appropriate design for its local Norfolk context as an evolved piece of architecture.

The National Design Guide advises in the section on Identity para 52:

52 Well-designed new development is influenced by:

- an appreciation and understanding of vernacular, local or regional character, including existing built form, landscape and local architectural precedents;
- the characteristics of the existing built form – see Built form ;
- the elements of a place or local places that make it distinctive; and
- other features of the context that are particular to the area – see Context .

This includes considering:

- the composition of street scenes, individual buildings and their elements;
- the height, scale, massing and relationships between buildings;
- views, vistas and landmarks;
- roofscapes;
- the scale and proportions of buildings;
- façade design, such as the degree of symmetry, variety, the pattern and proportions of windows and doors, and their details;
- the scale and proportions of streets and spaces;
- hard landscape and street furniture;
- soft landscape, landscape setting and backdrop;
- nature and wildlife, including water;
- light, shade, sunshine and shadows; and
- colours, textures, shapes and patterns.

In terms of the partly traditional design approach taken there are elements of this building that do not match, or reference, the typical appearance of Norfolk vernacular buildings such as the combination between render and brick gable ends, very tall and thin gable ends, small windows unusually spaced and sized with a large gap between the eaves and the head of the windows. Although the small windows are needed for passivhaus, there are ways of spacing windows/using materials/and changing the form/massing of the building to avoid the bulky appearance that small windows give to the building. The requirements of the sustainable passivhaus appearance doesn't have to totally dictate its appearance.

I do not consider that these design elements reflect or reference the local distinctiveness of buildings viewed within the local Norfolk landscape, nor will the design blend in seamlessly into the surrounding landscaping. Although in a relatively spacious plot, the building will be a strident form of architecture, appearing alien within the surrounding landscape, with no design references which would make a casual viewer consider this to be a contemporary 'Norfolk' building rather than a building being built on any other plot or any other location. In this rural Norfolk landscape setting where the existing hamlet mainly comprised of traditional vernacular buildings and the surrounding countryside is a pleasant area of rural Norfolk landscape materials I consider that this is an important consideration.

There is nothing particularly exceptional about the existing field, but it is part

of the general rural countryside, and is typical of the character of smaller paddocks/fields often associated with smaller and more dispersed rural settlements. I do not consider that the design of the building will be viewed as an enhancement of the site I therefore consider that the design approach is not sensitive to the local character nor will it enhance the immediate setting.

In summary, in terms of the defining characteristics of the area, I do not consider that the design successfully references local character or that it will result in a dwelling of exceptional design quality. The Passivhaus Premium can be considered innovative, but I do not consider that this should be considered to outweigh design quality in terms of the building's appearance. As discussed, in terms of design I do not consider that the building either replicates successfully traditional design or is a sufficiently contemporary building with integrity which references local distinctiveness but in a modern and contemporary manner. The intention of Paragraph 79 is to allow exceptional housing development. Elements of the design can be used to raise standard of the design, and the achievement of Premium Passivhaus could do that, but I do not consider that the design of the house would be desirable to replicate nor is it an outstanding design that can be considered exceptional.

4.5 Environmental Management Officer:

The location is within 250m of reportedly infilled ground. At this time I am unable to get further details on the nature of the fill material but I would ask for a condition to be added to require an assessment of the ground gas conditions to be added to the permission

4.6 Community Planning Officer:

The Self-Build and Custom Housebuilding Act 2015 places a requirement on Local Authorities to maintain a register detailing the demand for self-build plots in their district. There is no requirement for the Council to provide plots, but there is a requirement to provide sufficient planning permissions that could be for self / custom build within a 3 year period of each base year to cover the numbers on the register in that base year.

Broadland District Council monitors planning permissions that could be available for self-build plots. This is based on schemes of 5 units or less that could reasonably be expected to be made available for self-build, and as such meeting the definition in the Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016). This is supplemented by monitoring of exceptions given for CIL payments for self-build schemes. The register is split into two parts based on meeting a number of criteria. The main difference being that you must meet a local connection test in order to be included on Part 1. For Part 2, the Council does not have to meet certain requirements under the Act (section 2A (6)) mentioned above relating to the number of planning permissions given for serviced plots.

There is a 3 year period within which to give sufficient relevant permissions for the numbers on the self-build register, so, Base Period 1 ended on 30 October 2016, which means there is until 30 October 2019 to meet the numbers entered on the register for that period. Base Period 2 finished on 30 October 2017, which means there is until 30 October 2020 to meet that requirement and so on. However, based on the monitoring that has been conducted to date, the permissions that have been granted in the year following each base period has, so far, provided sufficient numbers of potential self-build plots to meet the numbers on the register for those periods.

Information for monitoring the relevant permissions for Base Period 4 (31 October 2018 – 30 October 2019) cannot yet be fully provided as permissions cannot be counted until after the base year has finished i.e. it will be permissions granted after 30 October 2019 (in the following 3 years) that are applied to the numbers on the register for Base Period 4. As such, the monitoring work for that base year will not commence until one year afterwards i.e. from 31st October 2020 as it is done on an annual basis.

It is important to note that entry on the register does not provide that specific individual with an advantage in achieving planning permission for a self-build property if they were to apply, nor does it provide a service to match entrants with serviced plots of land. The purpose of the register is to evidence demand for self-build plots across the whole district. To-date the number of permissions given that could be for self/custom build far exceeded the numbers on Part 1 of the register.

All applicants to the Self-build register are asked to indicate which of three category areas they would like to build in. The three categories are 'Fringe of Norwich', 'Villages near Norwich' and 'Rural Towns and Villages'. The location of this planning application falls under the category of Rural Towns and Villages. In the period 31 October 2016 – 30 October 2017 (which also includes base period 1) there were 30 entrants on Part 1 of the register, 19 of which indicated a desire to build in the 'Rural Towns and Villages' area. In the period 31 October 2017 to 30 October 2018 there were 5 entrants on Part 1 of the register, none of whom indicated a desire to build in the 'Rural Towns and Villages' area. In the period 31 October 2018 – 30 October 2019 there were 3 entrants on Part 1 of the register, 1 of which indicated a wish to build in the 'Rural Towns and Villages' area.

There are currently 2 applicants on Part 1 of the Self-Build Register for 31 October 2019 – 30 October 2020, one of whom has indicated a desire to build in the Rural Towns and Villages area. Therefore, over the four base periods, a total of 21 people have indicated a desire to build in this area.

4.7 Other Representations

None received.

5 Assessment

Key Considerations

- 5.1
- The principle of development
 - Whether the design sufficiently outweighs the location of the development
 - The character and appearance of the area and setting of the Listed Building
 - The impact of the development on highway safety.

Principle

- 5.2 As set out in paragraphs 1.1 and 1.2 of this report the application seeks full planning permission for the construction of a single detached dwelling under paragraph 79 of the NPPF.
- 5.3 The main issues to be taken into consideration in the determination of this application are an assessment of the proposal against the policies of the Development Plan, the National Planning Policy Framework (NPPF) and whether the merits of the application warrant granting it planning permission outside of a defined settlement limit. Also key is the impacts of the development on the impact on the setting of the Listed Building, residential amenity and highway safety.
- 5.4 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.
- 5.5 As noted in paragraph 1.5 of this report the application site is situated outside the defined settlement limits of both Coltishall and Buxton where Policy GC2 of the DM DPD seeks to accommodate new development. Policy GC2 does however go on to state that outside defined settlement 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. The proposal does not accord with a specific policy in the development plan that allows for development outside of these development boundaries.
- 5.6 Policy 17 of the JCS also aims to limit development outside of the development boundaries. This policy limits development outside of the development boundaries to specific types and uses, such as affordable housing and commercial enterprises.
- 5.7 Furthermore, access to services and facilities other than by private car are limited. Between the two nearest villages of Coltishall and Buxton there is a range of key services including a post office, shops, takeaways, doctor's surgery and primary schools. The Bure Valley railway path could be used to safely access both villages by foot or cycle but it is unrealistic to expect that future occupants would choose to cycle or walk almost 2 miles in either

direction and to do so on a day-to-day basis and the path is unlit. This poor connectivity makes the proposed development unsustainable contrary to the aims of Policy 1 of the JCS and Policy GC2 of the DM DPD.

- 5.8 However, in this case, the application has been submitted as an example of a dwelling that the applicant/agent considers meets the guidance set out in paragraph 79(e) of the NPPF and this is a material consideration in the determination of this application. Paragraph 79 of the NPPF allows for isolated new dwellings in the countryside in certain circumstances. This policy states that new isolated homes in the countryside should be avoided unless there are special circumstances such as in paragraph e) the exceptional quality of the design of the dwelling. This requires the design to be:

1. 'truly outstanding or innovative, reflecting the highest standards in architecture
2. would help to raise standards of design more generally in rural areas
3. would significantly enhance its immediate setting
4. be sensitive to the defining characteristics of the local area'.

Paragraph 131 of the NPPF outlines that "in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability". The dwelling will achieve extremely high levels of sustainability through its materials, orientation, shape and construction techniques, which will maximise water and energy efficiency, and its use of renewable energy such as through the solar panels. The design of the dwelling proposed represents the highest standard of architecture in terms of energy efficiency and will meet the demanding standard of Passivhaus Premium. Passivhaus Premium is innovative for a dwelling as it is believed no other exists in the UK. The design represents the highest and most innovative standards of architecture in terms of energy efficiency and energy generation. The design also reflects the local vernacular. Whether the proposed development is of exceptional quality, design or innovation is considered next.

Design

- 5.9 Given the basis on which the application was submitted, comments were sought from the Heritage and Design Officer and his response is reported in full at paragraph 4.4 of this report. By way of summarising, he does not consider that the design successfully references local character or that it will result in a dwelling of exceptional design quality so it does not meet the criteria set out in Paragraph 79 (e) that requires the design to be truly outstanding, to be sensitive to the defining characteristics of the local area. Although he considers that while Passivhaus Premium can be considered innovative in terms of Paragraph 79 (e), he does not consider that this should not outweigh design quality in terms of the building's appearance. Policy 2 of the JCS and Policy GC4 of the DM DPD specifically require proposals pay adequate regard to reinforcing local distinctiveness and to achieve a high standard of decision that is in keeping with the character and appearance of the area. He goes on to state that the design does not successfully replicate

traditional design nor is it a sufficiently contemporary building with integrity which references local distinctiveness.

- 5.10 The intention of Paragraph 79 (e) is to allow housing development in isolated locations where it is of exceptional design. Elements of the design can be used to raise standard of the design, and the achievement of Premium Passivhaus could do that, but it is not considered that the design of the house would be desirable to replicate nor is it an outstanding design that can be considered exceptional. The proposed design would not be considered to help raise standards of design more generally in rural areas as required by Paragraph 79 (e). The Heritage and Design Officer is of the view that the design of the building itself and its integration within the site fails to respond to or enhance the immediate site and that it is not sensitive to the wider setting which is also a requirement of Paragraph 79 (e). As such the proposal could not be supported on design grounds to meet the strict criteria set out in paragraph 79 of the NPPF. Furthermore, in considering Paragraph 131 of the NPPF, where the proposed dwelling may be of exceptional sustainability in regards its construction, this is outweighed by the unsustainable location. The design is not considered exceptional for this location.
- 5.11 Officers are in agreement with the recommendations of the Heritage and Design Officer that the proposal does not meet the exceptionally high standards set by paragraph 79 (e) of the NPPF, and therefore the application fails to comply with Policy 2 of the JCS and Policy GC4 of the DM DPD.

The impact of the development on the character and appearance of the area and setting of the Listed Building

- 5.12 As set out in full above in section 4.4 the Design and Heritage Officer is of the opinion that an additional house set within the grounds of Adam and Eve House would not appear incongruous or harm the character or wider setting of the area. Although the dwelling as proposed is not considered acceptable for this site in terms of location or design justification, the proposal would not have a harmful impact on the setting of the listed building as this is set within a relatively spacious curtilage with clear landscape separation between the house and plot. Therefore, there is no design relationship between the listed building and the site and the setting of the Listed Building can be considered more within its immediate surroundings.
- 5.13 There are two other Listed Buildings nearby to the proposed site. Foxwood and associated pair of barns that are located approximately 100m to the north of the application site on the opposite side of the Loke. Both these properties are positioned back from the road, completely obscured by mature tree planting within the grounds to the front of the buildings and dense planting along the road frontage and boundary with The Loke. The degree of separation between the proposed dwelling and these Listed Buildings together with existing screen planting means there is no visual connection that could harm the setting of these Listed Buildings.

- 5.14 Therefore, the proposal does not harm the setting of any of the nearby Listed Buildings thereby preserving the setting of the Listed Buildings as required by S16(2) and S66(1) Planning (Listed Buildings and Conservation Areas) Act 1990.

The impact of the development on highway safety

- 5.15 Policy TS3 of the DM DPD states that development will not be permitted where it would result in any significant adverse impact upon the satisfactory functioning or safety of the highway network. The site is accessed via an existing private drive to Foxwood, which enters onto Great Hautbois Road. Great Hautbois Road is around 5.5m in width and is subject to the national speed limit. Visibility is in line with local and national guidance in both directions. The Highway Authority has raised no objections to the proposed development in relation to highway safety.
- 5.16 Policy TS4 of the DM DPD states that within new development appropriate parking should be provided to reflect the use and location. The new development would benefit from a private driveway, sufficient on-site turning and an appropriate level of parking. The proposed site plan shows that the proposal includes designated parking spaces for two vehicles, but with additional informal parking space on the driveway and around the house.
- 5.17 The proposed development would therefore meet the requirements of Policies TS3 and TS4 of the DM DPD.

Other Issues

- 5.18 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 of small and medium sized sites and through defining Development Boundaries 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'. This is a material planning consideration. However, this site is not considered suitable for the reasons already set out and therefore is considered contrary to paragraph 68, which is not overriding in this instance. The Council is already delivering a number of windfall sites/small sites to align with paragraph 68 and therefore the need for additional small sites is not considered overriding in terms of determining this application and would not outweigh the harm previously identified.
- 5.19 Under paragraph 61 of the National Planning Policy Framework (2012) requires Councils to plan for people wishing to build their own homes. This can be a material planning consideration for this application as self-build has been identified as the method of delivering the site. Whilst an indication of self-build has been given by the applicant it should also be noted that at this

stage it cannot be certain that the method of delivering this site will be self-build. Notwithstanding, based on the monitoring that has been conducted to date within the district, the permissions that have been granted so far, provide sufficient numbers of potential self-build plots to meet the numbers on the register (see paragraph 4.6 above for full details). It is therefore considered that only limited weight can be given to the fact that the proposal is for a self-build dwelling and that the other material planning considerations detailed above are of greater significance. Even if there was a shortfall in supply of self-build plots, a single dwelling would only make a limited contribution that would not outweigh the harms identified. The proposed development is considered to represent an unsustainable form of development. The application site falls outside of the settlement limit and is contrary to Policy 17 of the Joint Core Strategy and Policy GC2 of the Development Management DPD 2015 for the reasons set out above.

- 5.20 The dwelling has been designed to meet the Lifetime Homes standard and so would be suitable for people as they move through all stages of life. The NPPF encourages planning for homes for disabled or older people. The house design has built-in adaptability and accessibility and meets 16 of the criteria set out in the Lifetime Homes design guide. These criteria include things such as location of parking in relation to entrances and level accesses, width of doorways, provision of external lighting, weather protection, width of internal circulation space, provision of ground floor living, bathroom/WC and bedroom space and the ability for other adaptations etc. As the dwelling is designed to Lifetime Homes standard, it will meet the indoor amenity needs of older people and those with some physical disabilities. Notwithstanding that the design is 'future proof', there will be no easy access to services and facilities that may be needed for an elderly or disabled person in this rural location.
- 5.21 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.
- 5.22 This application would be liable for Community Infrastructure Levy (CIL)
- 5.23 The need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration. This 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. However this does not outweigh the primary concerns relating to the development as set out above in the report.
- 5.24 The proposal would not create any significant adverse impacts for the amenity of existing neighbours or for future residents of the new dwelling in relation to loss of light, outlook or privacy due to the separation between the existing and proposed development and the existing and proposed new boundary planting.

The new dwelling would have sufficient amenity space. The development would be in accordance with Policy GC4 of the DM DPD.

- 5.25 To keep the house level low an area of land will be levelled to the east where the new dwelling would be sited. The position of the proposed house would ensure that no trees need to be removed other than those where the new access would be created. The proposed house would be mainly obscured from the streetscape by the proposed planting scheme at the eastern boundary of the site together with the existing planting along the road frontage.
- 5.26 Policy EN1 of the DM DPD sets out that development proposals will be expected to protect and enhance the biodiversity. The proposed development will not have any significant adverse impact on the natural environment and could provide some benefits in terms of additional landscaping and creation of new habitat. The proposal would include new native boundary hedging and tree planting, provision of a drainage lagoon and reed beds and bat and bird boxes. These are all features that would support wildlife.
- 5.27 Policy EN2 of the DM DPD requires development proposals to have regard of the Landscape Character Assessment, considering impacts as well as seeking to protect and enhance key elements, such as green spaces. The proposed development site is located in the Coltishall Tributary Farmland character area (D3), identified within the Broadland Landscape Character Assessment SPD (2013). The importance of conserving the open, rural character of the area and ensuring that any small-scale development in or on the edges of Little Hautbois responds to the existing settlement pattern and built form character is highlighted. The proposed development would not have a significant impact upon the local setting. Additional planting and other features would to some extent compensate for the loss of the open character of the existing site and help to minimise the visual impact the new dwelling would have on the appearance of the site and the street scene. There would be no wider landscape impacts.
- 5.28 The applicant considers the proposed site to be brownfield land. Paragraphs 117 and 118 of the NPPF promotes development of under-utilised land especially if this meets identified needs for housing. It is acknowledged that while the definition of brownfield land in the NPPF excludes urban gardens it does not expressly exclude the development of rural garden land. However, the NPPF also states that while use of brownfield land should be supported this should not be in conflict with other policies in the NPPF. Paragraph 79 of the NPPF states that isolated homes in the countryside should be avoided and as already discussed above it is considered that this development does not meet the criteria set out in this policy and is therefore not a suitable location for new housing development.
- 5.29 The application site is mainly within Flood Zone 1, although one part of the site is at risk of surface water flooding during periods of heavy rainfall. The development includes reed beds and a lagoon which will form a sustainably

managed surface water system. Rain water will be collected and retained within the lagoon. The lagoon will cater for all level of storm and will have high ecological, aesthetic and amenity benefits. It will be designed to control flow rates by storing floodwater and releasing it slowly once the risk of flooding has passed. In addition, the proposal intends to pipe the ditch along the lode which is designed to prevent flooding along the road. The improved drainage to be delivered as part of the development will manage surface water flood risk and will help to prevent flooding of the highway. It is considered therefore that the proposed development will be in accordance with the aims of Policy CSU5 of the DM DPD and paragraph 155 of the NPPF which aim to ensure that suitable mitigation measures are provided to deal with surface water and prevent flooding elsewhere.

6 Conclusion

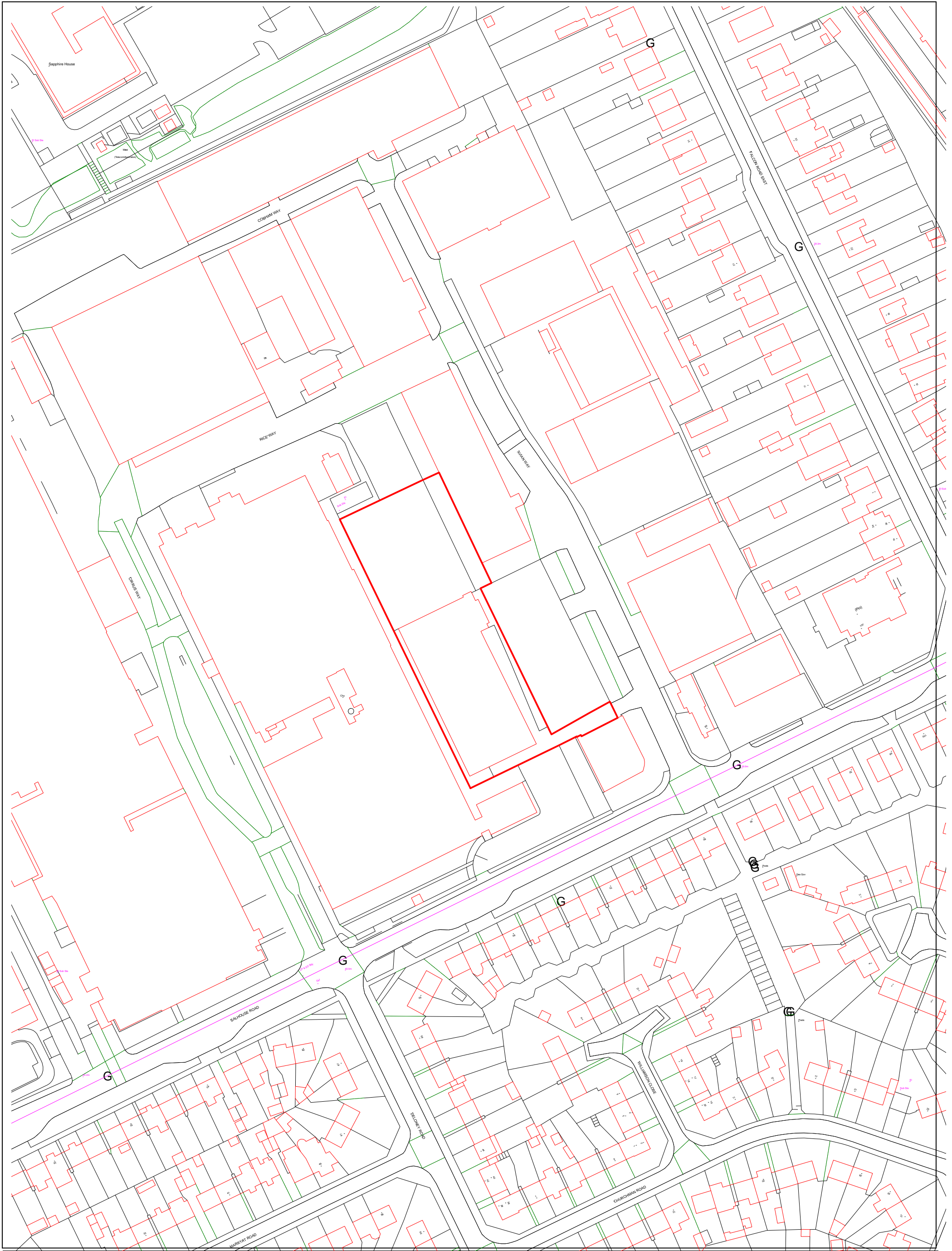
- 6.1 The proposed dwelling is located to minimise any impact on existing landscaping and will not affect the setting of Adam and Eve House, which is a Listed Building. There will be no adverse impacts for the amenity of neighbours. The design incorporates the highest level of sustainable construction and opportunities for renewable energy and enhancements to benefit wildlife. There are considered to be no significant impacts on highways safety, however the isolated location of the dwelling will require reliance on private transport to access day-to-day services and facilities that is considered unsustainable and contrary to the aims of the proposal.
- 6.2 The planning balance should consider whether the benefits associated with the development outweigh the harm. In having regard to all matters raised, it is considered that the dwelling proposed by this application does not meet the requirements of paragraph 79 of the NPPF by virtue of its outstanding design. It does not reflect the highest standards in architecture and does not enhance its immediate setting and is not sensitive to the defining characteristics of the local area. Overall, it is considered that the benefits of the sustainable construction do not outweigh the harm arising and that the application represents an acceptable form of development.
- 6.3 The application would be contrary to the aims of Policies 1 and 17 of the Joint Core Strategy, Policy GC2 of the Development Management DPD and would not meet the requirements of Paragraph 79 of the National Planning Policy Framework. Accordingly, the officer recommendation is that the application is refused.

Recommendation: Refuse

Reasons for Refusal 1. The application site is outside any defined settlement limits and is contrary to Policies 1 and 17 of the Joint Core Strategy and Policy GC2 of the Development Management Development Plan Document (2015).

2. The proposed dwelling does not accord with all the criteria set out in Paragraph 79(e) that requires a dwelling that is truly outstanding or innovative, that reflects the highest standards of architecture, that would help raise the standards of design more generally in rural area, and would significantly enhance the immediate setting and be sensitive to the defining characteristics of the local area. and therefore the application fails to comply with Policy 2 of the JCS and Policy GC4 of the DM DPD.

Contact Officer,	Julie Fox
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Application No: 20201143
Unit 7,Avian Way,Salhouse Road,Sprowston,NR7 9AT

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Scale:
1:1250
Date:
8-Sep-20



Application No: [20201143](#)
Parish: **Sprowston**

Applicant's Name: Future Football Elite
Site Address: Unit 7 Avian Way, Salhouse Road, Sprowston,
NR7 9AT
Proposal: Change of use from B8 to D2

Reason for reporting to committee

The proposal would result in the loss of a B8 employment use on a Strategic Employment Site.

Recommendation summary:

Approve subject conditions.

1 Proposal and site context

- 1.1 The site is located within the settlement limit for Sprowston, off Salhouse Road, and in relatively close proximity to large residential areas. It is within a well-established employment area which is integrated into the built-up area. It is an older style estate with a mix of large brick built buildings used for warehouse and haulage with their associated HGVs, and smaller brick office and wholesale retail units closer to the junction with the main road. Salhouse Road is well located for access into and out of the City.
- 1.2 The site area is 1,619 m² with the building sitting to the south and a large hardstanding to the north of the building. The building was last used as a warehouse for the manufacturing and storage of mattresses and the hardstanding was used for associated lorries to park and turn to service the unit, it is contained and only available for this unit.
- 1.3 The building is 1,540 m² in area, comprising one large open warehouse space with a small (18 m² office) in the front corner and a 40 m² toilet block. It is substantial, built of brick and steel, and there are no external works proposed. The proposed use will retain the majority of the internal open space and this will be refurbished for use as the training area. The office is retained and a conditioning area (73 m²) which will be used for a gym and classes, and a viewing gallery (90 m²) created in the front.
- 1.4 There is an existing toilet block and no new drainage is required. The toilet block will be refurbished to provide an accessible toilet, showers and a small kitchen area. Bin storage will be provided.
- 1.5 The existing access from Avian Way will remain the same. There is room for 40 existing parking spaces, although these are not formally delineated, which will be retained and 3 disabled spaces added.

- 1.6 The applicant has confirmed that the use will employ 12 FTE employees and that the trading hours would be approximately noon to 9pm.
- 1.7 The building has been vacant since mid-2019 with the unit being up for let since July 2019. Since this date, there has been no interest to take up the unit under a B1, B2 or B8 use.

2 Relevant planning history

- 2.1 [20120193](#): Proposed change of use to allow B1, B2 and B8 use. Approved 30 March 2012.

3 Planning Policies

3.1 National Planning Policy Framework (NPPF)

NPPF 02 : Achieving sustainable development
NPPF 04 : Decision-making
NPPF 06 : Building a strong, competitive economy
NPPF 11 : Making effective use of land
NPPF 12 : Achieving well-designed places

3.2 Joint Core Strategy (JCS)

Policy 2 : Promoting good design
Policy 5 : The Economy
Policy 6 : Access and Transportation
Policy 12 : The remainder of the Norwich Urban area, including the fringe parishes

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

Policy GC2: Location of new development
Policy GC4: Design
Policy E1: Existing strategic employment sites
Policy TS3: Highway Safety
Policy TS4: Parking Guidelines

Sprowston Neighbourhood Plan

Policy 6: Supporting Local Employment Opportunities
Policy 8: Health and Wellbeing

4 Consultations

4.1 Sprowston Town Council:

Whilst my Council is not opposed to the granting of this application concern was expressed with regard to the availability of male and female toilet facilities and increase in traffic movements.

4.2 NCC Highway Authority:

No objections subject to Condition to secure access and parking SHC21.

4.3 District Economic Development Officer:

No objection to the re-use of this vacant unit for the use proposed.

4.4 Other Representations:

No neighbour representations have been received.

5 Assessment

Key Considerations

- 5.1
 - Principle of development
 - Impact on Strategic Employment Site
 - Character and appearance of the area
 - Impact on neighbouring units
 - Impact on highway safety

Principle

- 5.2 The site is located within the settlement limit for Sprowston where the principle of the development is generally considered acceptable under Policy GC2 subject to other criteria
- 5.3 Policy E1 of the DM DPD states that employment sites of strategic importance as identified will be reserved for employment uses. Although the proposed use does not fall specifically in B1, B2 or B8 use, it will create local employment opportunities and be similar in nature to such uses which are deemed acceptable within a strategic employment site. In addition it has been vacant for over one year and is in need of some attention to prevent its condition deteriorating. The purpose of the Policy is to retain jobs in the local area and the proposal will provide jobs for 12 full time employees in a unit which is currently vacant. The refurbishment of the building will ensure its immediate future and employment potential is retained whilst allowing reversion to warehousing or indeed to another employment use. The

District Economic Development Officer has no objection to the proposed re-use of this vacant unit for a D2 (Assembly and Leisure) use.

- 5.4 It is therefore considered that the proposal will retain employment as required by Policies 5 and 12 of the JCS and Policy E1 of the DM DPD and Policy 6 of the Sprowston Neighbourhood Plan.

Character and appearance of the area

- 5.5 The site is located within an existing strategic employment site where there are a number of premises of differing use classes. It is an older style estate with a mix of large brick built buildings used for warehouse and haulage and smaller brick office and wholesale retail units closer to the junction with the main road.
- 5.6 This application for a change of use to football training which falls within D2 of the Use Classes. There will be no external changes to the building with minimal physical internal alterations. The unit was last used for warehousing and as such there would have been a good level of general activity from this building and traffic movements in and out of the site which would have included large lorries. It is not considered that the proposed use will have a detrimental impact on the character and appearance of the surrounding area.
- 5.7 Therefore, the proposal complies with Policy 2 of the JCS and Policy GC4 of the DM DPD.

Impact on neighbouring amenity

- 5.8 Given that the site is surrounded by a number of commercial premises with mixed use classes and is located within an existing strategic employment site where there are similar proposals it is not considered that any activity arising from this application would cause a detrimental impact on these neighbouring properties. In addition sufficient parking is provided for the use.
- 5.9 Therefore, the proposal complies with Policy GC4 of the DM DPD.

Impact on Highway Safety

- 5.10 This is an existing use within a commercial area, designated as an employment site, where there is a variety of uses. The Town Council raised a concern about an increase in traffic movements. However, there is a large area of hardstanding solely for the use of this unit which has been used for vehicular movements and parking HGVs and this will be retained for parking. There is good access onto the surrounding highway network, the Highway Authority has raised no objection to the change of use and no representations have been received.

It is therefore considered that the proposal complies with Policy 6 of the JCS and Policies TS3 and TS4 of the DM DPD.

Other Issues

- 5.11 The applicant has confirmed that the trading hours will be approximately 12 noon until 21:00. These hours of operation should not conflict with the other industrial units in close proximity or any nearby residential properties. A condition can be imposed on any approval which sets out the training facilities hours of operation to not open prior to 11:00 and to be closed by 21:00. The condition will allow for the business to operate seven days a week and Bank Holidays.
- 5.12 The Town Council queried whether the toilets are sufficient and the applicant has confirmed that they are and that the showers will also be used as changing rooms.
- 5.13 The need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration. This application will provide employment during the construction phase of the project and this weighs in favour of the proposal although the proposal is acceptable in its own right.

Conclusion

- 5.14 Policy E1 of the DM DPD states that identified employment sites of strategic importance will be reserved for employment uses. The proposal is re-using a current vacant unit which, whilst not a B1, B2 or B8 employment use will provide employment in the local area and is akin to such uses. There are no external works to the building and minimal internal alterations, which could therefore revert to a warehouse in the future should the need arise.

The proposed development by virtue of its scale, form and location, will not have a significant detrimental impact on the amenity of neighbouring units and it will not have a detrimental impact on the character and appearance of the property or the surrounding area as a whole.

As such the proposal accords with the criteria set out within Policies GC2, GC4, E1, TS3 & TS4 of the Development Management DPD, Policies 2, 5, 6 and 12 of the Joint Core Strategy and Policy 6 of the Sprowston Neighbourhood Plan.

The proposal detailed above is considered to be an acceptable form of development and is also considered to be 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.

- 5.15 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.

5.16 This application is not liable for Community Infrastructure Levy (CIL)

Recommendation: Approve subject to the following conditions;

- (1) Time limit (TL01)
- (2) In accordance with submitted drawings (AD01)
- (3) Specific use (R03) – Specific use as a football training facility only and no other D2 use and also that unit will revert back to employment use once the proposed use ceases to operate.
- (4) Limited hours of use (R01)
- (5) Highways provision of parking areas (HC 21)

Contact Officer, Ellie Yarham
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Application No: 20201017
Hellesdon Hospital, Drayton High Road, NR6 5BE

Scale:
1:2500
Date:
8-Sep-20



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Application No: [20201017](#)
Parish: **Hellesdon**

Applicant's Name: Mr Peter Burton, Norfolk & Suffolk NHS Foundation Trust
Site Address: Hellesdon Hospital, Drayton High Road, Hellesdon, NR6 5BE
Proposal: 5 no: 16 bed en-suite non-secure wards (C2) one of which is a potential transition ward for 18-25 years. The total number of beds proposed is increased to 80 from 65 (Outline)

Reason for reporting to committee

The application is referred to Committee at the request of Cllr Gurney for the reasons set out in section 4 of this report.

Recommendation summary:

Approve subject to conditions.

1 Proposal and site context

- 1.1 This application seeks outline planning permission to construct five new 16-bed wards within the grounds of Hellesdon Hospital. As a result of the development, the total number of beds will increase by 15 from 65 to 80 with patients being decanted from existing substandard ward buildings into the new wards. The main point of access into the site will be from the existing access on Hospital Lane with some improvements being proposed here to visibility splays and pedestrian facilities across the access.
- 1.2 The site is within the western part of the wider hospital site and in large part, comprises a mown grass field that slopes down towards Low Road to the west. The only building within the site is a prefabricated green coloured pharmacy at the northern end with its associated car park. The site is largely open to its own grounds. A tree belt lines the western boundary with Low Road.
- 1.3 Neighbouring properties include the existing red brick wards to the east, part of the grounds of the hospital to the north, a pair of semi-detached houses to the northwest beyond the hospital grounds, the East of England Ambulance Service station to the southeast and residential properties to the west on the opposite side of Low Road (primarily on Wensum Valley Close). The older hospital buildings are further to the east on the upper part of the site that largely fronts Drayton High Road and these fall within an area allocated for approximately 300 dwellings and employment uses under Policy HEL1 of the Site Allocations DPD.

- 1.4 The application is in outline form and so the scale and appearance of the buildings is not yet known. However, the agent has explained that the buildings are most likely to be single-storey in scale but that in order to maximise accommodation, some elements, where appropriate, may be part submerged into the grounds. An indication has also been given that the amount of floor space to be provided will be around 6000 sqm.
- 1.5 By way of background, the existing wards from which patients will be decanted provide bed space for acute admissions. As part of the application, the agent has explained that from a healthcare perspective, an acute in-patient facility is a non-secure facility. This is distinct from a psychiatric intensive care unit or forensic unit which are described as secure facilities. Nevertheless, there is a level of security provided as part of the acute admissions units that will need to be adhered to as part of the detailed design.
- 1.6 As a result of this development, 33 additional members of full-time staff will be employed.

2 Relevant planning history

- 2.1 A number of planning applications have been submitted for development at Hellesdon Hospital and the nearby East of England ambulance station over the years but none of these are considered to be directly relevant to the current application.

3 Planning Policies

3.1 National Planning Policy Framework (NPPF)

NPPF 02: Achieving sustainable development
NPPF 03: Plan-making
NPPF 04: Decision-making
NPPF 06: Building a strong, competitive economy
NPPF 12: Achieving well-designed places
NPPF 14: Meeting the challenge of climate change, flooding and coastal change
NPPF 16: Conserving and enhancing the historic environment

3.2 Joint Core Strategy (JCS)

Policy 1: Addressing climate change and protecting environmental assets
Policy 2: Promoting good design
Policy 6: Access and transportation
Policy 7: Supporting communities

3.3 Development Management Development Plan Document (DM DPD)

GC1: Presumption in favour of sustainable development

GC2: Location of new development

GC4: Design

EN1: Biodiversity and habitats

EN2: Landscape

H5: Residential institutions

TS3: Highway safety

CSU5: Surface water drainage

3.4 Hellesdon Neighbourhood Plan

Policy 1: The Hellesdon green grid

4 Consultations

4.1 Hellesdon Parish Council:

Object for the following reasons:

1. Detrimental to the amenity of local residents due to increased activity and lighting on the site.
2. Loss of important green space contrary to the policies of the Neighbourhood Plan.
3. There is no evidence to show alternative site, including the re-use of the original hospital building (not its demolition) have been investigated.

4.2 District Councillor, Cllr S Gurney:

I give notice of my intention to call this application in to Committee for the following reasons:

- Residents' concerns about highway issues on Low Road and Hospital Lane given that there is planning permission for Persimmon Homes to build out on the land adjacent to Low Road and Hospital Lane plus the some 300 dwellings allocated on the Hellesdon Hospital site;
- Not in accordance with the Hellesdon Neighbourhood Plan and green grid principles;
- Building on green land within the Wensum Valley catchment.

4.3 Highway Authority:

Comments on originally submitted plans:

Holding objection subject to further information being submitted that details how visibility splays measuring 2.4m x 120m in each direction might be made available (including any tree removals) in perpetuity. Detail also needs to be

provided on the proposed improvements to the pedestrian route at the Hospital Lane access.

Comments on amended plans:

Historically there has been encroachment by tree canopies within the visibility area. This causes difficulties for larger vehicles emerging from the Wensum Meadows Road (**officer note:** this is the Hospital Lane access that serves the site). Notwithstanding the details shown on drawing 60611599-ACM-00-XX-SK-CE-0037 Rev C, the trees will need to continue to be maintained to ensure unimpeded visibility splays of 2.4m x 120m are provided in both directions, in perpetuity and for all vehicle types.

In the light of the above agreed mitigation package the Highway Authority recommends no objection subject to the following suggested conditions (summarised below by officers for brevity):

- The provision and retention of 120 visibility splays from a set back distance of 2.4m;
- Details being provided of a scheme for on-site parking for construction workers;
- Details being provided of a Construction Traffic Management Plan and Access Route together with details of wheel cleaning facilities;
- Detailed drawings being submitted of the improvements to the pedestrian route at the junction of access into the site with Hospital Lane.

4.4 Lead Local Flood Authority (LLFA):

Comments on originally submitted plans:

Object as insufficient information has been provided to demonstrate that surface water can be managed on site and discharged to the ground via infiltration without resulting in an increase in the risk of flooding elsewhere. An alternative method of drainage has not been provided should infiltration rates in the location of the proposed soakaway prove to be unfavourable during detailed design. Hence the site has not demonstrated that there is an achievable surface water drainage proposal for this application.

Comments on amended plans/additional information:

The applicant is proposing to convey surface water run-off generated from the development site to a number of ponds located in the south of the site. These pond features will in turn overflow to a number of surrounding shallow infiltration basins. In order for the shallow infiltration basins to discharge to the geologic unit identified as having sufficient infiltration potential, a number of gravel filled trenches will be constructed beneath these basins to provide the required connectivity.

The drainage strategy proposed by the applicant is in line with the first and

highest tier of the SuDS Drainage Hierarchy as set out within the NPPF and LLFA's Statutory Consultee for Planning Guidance Document. In addition to this, the proposed scheme of managing surface water run-off also meets with each of the four pillars of SuDS being water quantity and quality, amenity and biodiversity. This is welcomed by the LLFA.

The LLFA noted that in designing the surface water drainage system, the FSR (Flood Studies Report) methodology has been used. While this may be acceptable to use, the LLFA would recommend that the subsequent design utilises the more conservative FEH (Flood Estimation Handbook) methodology.

Based on the above, we are able to remove our objection to this application subject to any consent being subject to a condition that requires the surface water management strategy to be implemented in accordance with the submitted details

4.5 Conservation & Tree Officer:

There is adequate space on site to provide the additional wards without significant impact on the retained trees. A Tree Protection Plan and Arboricultural Method Statement will be required when the layout is bought forward.

There is an abundance of online information on how trees can be beneficial to mental health and well-being, including clinical studies on how patients can have reduced recovery time when they are near to trees and nature. I would strongly encourage wider tree planting on site including the creation of circular routes, the NHS forest project would be a good starting point for this site.

4.6 Environmental Management Officer:

I have read through the desk study report that has been submitted with this application and note that recommendation of the consultants that no further investigation is required. I would not disagree with this conclusion but I would suggest that you add a condition to cover the potential for unexpected contamination to be identified during the construction works.

4.7 NCC Minerals & Waste:

No objection due to the significant area and depth of made ground underlying the site. It is not considered that the proposed development would result in needless sterilisation of mineral resources.

4.8 Other representations:

Objections received from seven residents of Hellesdon raising the following issues (in summarised form):

- Do not object in principle to the improvement and expansion of healthcare facilities but have concerns.
- Psychiatric hospitals are usually situated away from residential properties. It is unclear whether some or all of the wards will be secure or non-secure.
- Application will completely change the character of this part of Hellesdon.
- Why can't the existing boarded up hospital buildings be re-used?
- Further encroachment of buildings into the Wensum Valley Corridor should be strongly resisted and only allowed for very strong reasons. The application ignores the space provided by under used and dilapidated buildings elsewhere on the site.
- Application is contrary to the Neighbourhood Plan which looks to protect and conserve Hellesdon's green infrastructure. The Wensum Valley corridor is an important green infrastructure corridor.
- Concerned that if this application is approved, a further application will be submitted that seeks to demolish the older buildings and redevelop for housing. Hellesdon has contributed more than enough housing.
- The application will have a significant effect on wildlife and ecology in the area.
- The existing trees along Low Road should be retained.
- Proposed buildings will be close to residences and cause disturbance to those houses facing the hospital.
- The existing buildings are already brightly lit causing light pollution. Do not want lights shining towards properties all night.
- Noise from patients shouting, swearing and playing loud music is bad enough already. This development will bring those issues closer.
- Moving the wards closer to Wensum Valley Close will increase incidents of patients trying to access the river from Wensum Valley Close (as they do already) and cause distress to residents.
- The site should be fenced off from Low Road.
- Wensum Valley Close has an existing problem with foul water flooding. The system cannot take any more connections.
- The drainage sewerage system overflows after heavy rain. There is a very real threat that this proposal will increase this.
- Unacceptable increase in traffic from Low Road, which would increase noise, light pollution and affect road safety.
- Low Road is a dangerous road and if any patients were to wander down there, they would be at risk from speeding traffic as there is no footpath.
- Would like to know more about plans for the entire site, not just the ones applied for.
- Building in this area will set a precedent for what would inevitably lead to future similar plans.

5 Assessment

Key Considerations

- 5.1
- Principle of development
 - Impact on the character and appearance of the area
 - Trees and ecology
 - Impact on residential amenity
 - Impact on highway safety
 - Drainage/flood risk

Principle of development

- 5.2 Although adjacent to it, the site is outside of the settlement limit that has been defined for Hellesdon. Policy GC2 of the DM DPD permits development outside of the settlement limit where it complies with a specific policy and/or allocation of the development plan and provided it does not result in any significant adverse impact. In this case, Policy H5 is relevant. It permits proposals for residential institutions outside settlement limits where it is accessible by public transport, is within reasonable proximity of community facilities and where it has been demonstrated that there is an identified need in the locality.
- 5.3 The site is within reasonable and realistic walking distance of a convenience shop on Middletons Lane, Hellesdon Library and Hellesdon Community Centre (all off Middletons Lane) and Hellesdon Post Office on Reephams Road. The site is also within walking distance of bus stops on Drayton High Road to the front of the older hospital buildings and Low Road to the south.
- 5.4 In terms of need, in support of the application the agent has explained that Norfolk and Suffolk NHS Foundation Trust submitted a bid to NHS England in July 2018 for a “Hellesdon Ward Rebuild”. This was approved in August 2019. The key driver behind the bid was the poor quality of the existing ward environments, which suffer from poor lines of sight, ligature risk, narrow and poorly lit corridors, and a lack of quiet space and small external spaces. This environment has led to negative feedback from regulatory bodies on configuration and the limitations on aiding recovery for patients. A further driver is to increase bed capacity and to current dependency on out of area beds and private sector placements outside of the Trust. This application seeks to address those issues and to provide an integrated rehabilitation and recovery service to improve patient flow and reduce lengths of stays and integrate physical and mental health that the Trust has identified in its five-year forward view.
- 5.5 The intention is to transfer patients from four existing wards into the new wards and increase the number of bed spaces from 65 to 80. Those existing wards will then be used by staff and work groups to support the running of other nearby wards and eventually, staff from the hospital building(s) on the upper plateau, which is currently allocated for housing in the Site Allocations

DPD, will move into these buildings.

- 5.6 Taking account of the above, I am of the view that it has been adequately demonstrated that there is a need for the new accommodation that seeks to address the shortcomings of the existing accommodation and improve patient facilities and bed capacity. The application complies with Policies GC2 and H5 of the DM DPD.

Impact on the character and appearance of the area

- 5.7 As referred to in the introductory section of this report, in the main, the site comprises a sloping green field with a prefabricated pharmacy building and its associated parking area in the far northern corner. The site is not particularly visible from Hospital Lane to the southeast. Views from Low Road to the southwest are filtered by the tree belt that runs along the site boundary and when in leaf, the trees and undergrowth provide an effective screen. The site is more visible in the winter months but my assessment is that the field is seen as part of the hospital grounds with hospital buildings in the background rather than undeveloped agricultural field in the countryside.
- 5.8 Although the application is in outline form and so the appearance of the new wards is not yet known, I am of the view that given the contained nature of the site and its context, the development will not stand out as being a clear intrusion into the countryside. The character of the wider area will be maintained and the application complies with Policy 1 of the JCS and Policies GC4(i) and EN2 of the DM DPD.
- 5.9 The site does not fall within a defined landscape character area in the Landscape Character Assessment SPD. Within the Hellesdon Neighbourhood Plan, the site is within a character area broadly defined as *“Leafy, dispersed housing and institutions”*. Reference has been made to Policy 1 of the Neighbourhood Plan – The Hellesdon Green Grid. The intention of the building is to build on the concept of the River Wensum green infrastructure corridor and create smaller local branches that spread out along road and through neighbourhoods throughout the parish. The policy seeks to intensify planting along roads and footpaths and create pockets of green space for the benefit of the environment and wellbeing of residents. When viewing the plan of the Green Grid within the Neighbourhood Plan, the boundaries of the site with Low Road and Hospital Lane fall within it as opposed to the larger area proposed for development. The intention is to retain the trees along these boundaries and where possible, enhance planting along Low Road. With that in mind, it cannot be said that the development is contrary to Policy 1 of the Neighbourhood Plan. The aims of this policy can still be achieved if this application is permitted.

Trees and ecology

- 5.10 The Conservation & Tree Officer has commented that there is adequate space on site to provide the additional wards without significant impact on the

retained trees. In the event of permission being granted, a suitably worded condition will be used that requires the submission of a tree protection plan and arboricultural method statement to be used submitted for approval. On that basis, the application complies with Policy 1 of the JCS insofar as it relates to trees being environmental assets.

- 5.11 The Preliminary Ecological Survey concluded that the site is of low ecological value and no further surveys were recommended. However, precautionary mitigation measures were recommended in relation to the potential for bats in the trees along Low Road, nesting birds, reptiles, amphibians and hedgehogs. Enhancement measures were also recommended in relation to the installation of bat and bird boxes, bee bricks and planting. These items will contribute to the application comply with Policy EN1 of the DM DPD.

Impact on residential amenity

- 5.12 The Design and Access Statement suggests that the height of the buildings will be predominantly single-storey although in order to maximise accommodation, some elements may be submerged in the ground. In view of the distance between the site and the residences to the west of Wensum Valley Close and the presence of a belt of mature trees along that boundary of the site, I do not consider that the proposal will result in direct overlooking of private garden areas.
- 5.13 Concerns have been raised in relation to potential light pollution from floodlighting and other external lighting. If this application is to be approved, it would be subject to a condition that requires a lighting scheme to be submitted for approval.
- 5.14 In respect of noise from the wards, such as the playing of loud music and shouting, in the first instance, this is a matter for the staff on those wards to manage. While not doubting that such incidents occur nor that they are audible, I am not persuaded that their frequency is such that they would have a sufficiently detrimental impact on residential amenity to warrant refusal of the application on those grounds.
- 5.15 When considering the impact on residential amenity, while nothing the concerns raised by the local community, in having regard to the above the application complies with Policy GC4(iv) of the DM DPD.

Impact on highway safety

- 5.16 Concerns have been raised by the local community about the impacts of the development on highway safety and partly on the grounds of the cumulative impact of the development alongside the major Persimmon Homes site relatively nearby. The development is to be accessed via the existing main access to the east on Hospital Lane although it will still be possible to access it more indirectly from Drayton High Road. This access serves the hospital and the East Anglia Ambulance Trust station. Following the submission of

revised drawings showing how visibility splays could be provided and the location of the pedestrian improvements across that access in the form of an uncontrolled crossing, the Highway Authority did not object to the application subject to planning conditions being imposed relating to the provision and retention of visibility splays, details being provided of on-site parking for construction workers and a construction traffic management plan and access route and detailed drawings being provided of the pedestrian improvement works at the junction of the access into the site with Hospital Lane.

- 5.17 There is footpath connectivity from the access on Hospital Lane to Drayton High Road to the northeast and to Low Road to the southwest. Should patients or staff wish to walk along the section of Low Road that bounds the site to the west that does not have a footpath, that would be at their own risk in the same way that it would be to anyone else who wishes to walk along this section. However, during hours of daylight, the relatively straight alignment of the road means that forward visibility is good and in the event of drivers meeting pedestrians, ample room appears to exist on the road for care to be taken when passing but regardless, I am not persuaded that there will be a regular flow or appreciable increase in the number of pedestrians using this section of Low Road as a result of this development.
- 5.18 Paragraph 109 of the NPPF sets out that *“Development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe”*. This is a high bar. It is evident that the Highway Authority does not object to the application and no evidence has been presented to demonstrate that the residual cumulative impacts on the road network will be severe. Consequently, the application complies with Policy TS3 of the DM DPD.

Drainage/flood risk

- 5.19 Concerns have been raised about existing issues with drainage in the local area. Under section 14 of the NPPF, development should be directed to those areas at lowest risk of flooding. Policy 1 of the JCS sets out that development should be located to minimise flood risk and any risk should be mitigated through design and implementing sustainable drainage. Policy CSU5 of the DM DPD sets out that mitigation measures to deal with surface water arising from development proposals should be incorporated to minimise the risk of flooding without increasing flood risk elsewhere.
- 5.20 The site is within Flood Zone 1 for fluvial flooding but following the LLFA's original objection to the application on the grounds that insufficient information has been provided to demonstrate that surface water can be managed on site, further information was submitted. After reviewing this, the LLFA was able to remove its objection subject to the imposition of a condition that requires the drainage strategy to be implemented in accordance with the submitted information. In light of that, the application complies with Policy 1 of the JCS and Policy CSU5 of the DM DPD.

- 5.21 Comments have been made about flooding that takes place in Wensum Valley Close. A foul water sewer passes through the northern fringe of the site and this connects to the foul sewer in Wensum Valley Close. A separate surface water sewer also appears to be available throughout Wensum Valley Close. Judging by the comments received, sewer flooding appears to be linked to incidences of heavy rainfall. This application does not propose to discharge its surface water into the foul water system.

Other matters

- 5.22 An Archaeological Desk Based Assessment was submitted in support of the application. This noted that since the hospital opened in 1880, the application site has remained a largely undeveloped parcel of land. It also noted that a layer of made ground across the site which reaches a maximum depth of 2.9m in places. Consequently, it concluded that the overall archaeological potential of the site must be considered low and that the likely impact on any archaeological assets is correspondingly low too. No archaeological mitigation works are considered necessary. I am satisfied that the potential archaeological interest of the application has been adequately investigated and considered and that the conclusions allow the application to comply with Policy 1 of the JCS.
- 5.23 As a result of the increase in the number of beds, the application will provide employment for 33 additional members of full-time staff at the hospital and employment during the construction phase. The need to support the economy as part of the recovery from the COVID-19 pandemic is a material consideration and so the positive contribution that the proposal will make to the local economy weighs in favour of the application.
- 5.24 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.
- 5.25 Given its C2 use, the development would not be liable for the Community Infrastructure Levy.
- 5.26 Concerns have been raised that approving this application will set a precedent for other developments at the hospital site. While this application may well be part of a wider long-term plan for the hospital, it should nevertheless be considered on its own merits.

6 Conclusion

- 6.1 In have regard to those matters raised, while noting the objections that have been raised, I accept that there is an identified need for the new ward accommodation in view of the limitations of the existing accommodation. The

site is in a relatively accessible location and as far as can be assessed at this outline stage and subject to the imposition of appropriately worded conditions, the proposal will maintain the character of the area, the Hellesdon Green Grid, residential amenity and highway safety, will be able to adequately deal with its own surface water and deliver modest ecological enhancements. The application is therefore recommended for approval as it complies with Policy 1 of the JCS and Policies GC2, GC4, EN1, EN2, H5, TS3 and CSU5 of the DM DPD and Policy 1 of the Hellesdon Neighbourhood Plan.

Recommendation: Approve with conditions

- (1) Time limit – outline planning permission
- (2) Submission of reserved matters
- (3) In accordance with submitted drawings
- (4) Tree protection plan and arboricultural method statement to be submitted with reserved matters application
- (5) Lighting strategy to be submitted with reserved matters application
- (6) Development to proceed in accordance with submitted drainage strategy details
- (7) Provision and retention of visibility splays
- (8) Submission of scheme detailing on-site parking for construction workers
- (9) Construction traffic management plan and access route to be submitted along with details of wheel cleaning facilities
- (10) Construction traffic management plan and access route to be complied with for the duration of the construction period
- (11) Detailed drawings of pedestrian improvement works at junction of access into site and Hospital Lane to be submitted for approval
- (12) Pedestrian improvement works to be completed prior to first use of the development
- (13) Ecological mitigation measures
- (14) Ecological enhancements
- (15) Previously unidentified contamination

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PLANNING COMMITTEE

16 September 2020

Final Papers

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

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SUPPLEMENTARY SCHEDULE OF APPLICATIONS TO BE CONSIDERED

Plan No	Application No	Location	Update
2	20200861	Adam and Eve House, Little Hautbois Road, Coltishall, NR12 7JS	Typographical error in final sentence in paragraph 6.2 on page 37 – replace `acceptable` with `unacceptable`
3	20201143	Unit 7, Avian Way, Salhouse Road, Sprowston, NR7 9AT	<p>On 1st September 2020, The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 came into force. This introduced three new use classes to replace some of the existing use classes.</p> <p>The existing use class of the building is B1/B2/B8 uses, with the proposal for a D2 use (football training facility). As this proposal is for an indoor recreational use, the new use from 1st September will fall under Use Class E(d). Therefore, the development description will need to alter to reflect this change.</p> <p>Condition 3 as proposed refers to the use class prior to the changes on 1st September 2020 and will also need to be revised to reflect the new use class E(d). Once the unit ceases to operate, (that – omit) the unit will revert back to employment use (once – omit).</p> <p>For clarification the new business use classes are as follows: Former B1 use class is now E(g) use class. Former B2 & B8 use classes are unaffected by the use class changes and remain as B2 & B8 use classes.</p>