

Planning Committee

Agenda

Date

Wednesday 2 December 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 N J Brennan
Cllr J F Fisher
Cllr R R Foulger

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

Time

9.30am

Place

To be held remotely

Substitute pools – trained Councillors listed below

Conservative

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

Liberal Democrat

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

** Not trained

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@BDCCDemServices

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.

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 3pm on Friday 27 November 2020.

AGENDA

Page No:

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| 1 | To receive declarations of interest under Procedural Rule no 8 | |
| 2 | Apologies for absence | |
| 3 | Minutes of meeting held on 4 November 2020 | 5 |
| 4 | Matters arising therefrom (if any) | |
| 5 | Applications for planning permission to be considered by the Committee in the following order: | |
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Trevor Holden
Managing Director

DECLARATIONS OF INTEREST AT MEETINGS

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

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

Does the interest directly:

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

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

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

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

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

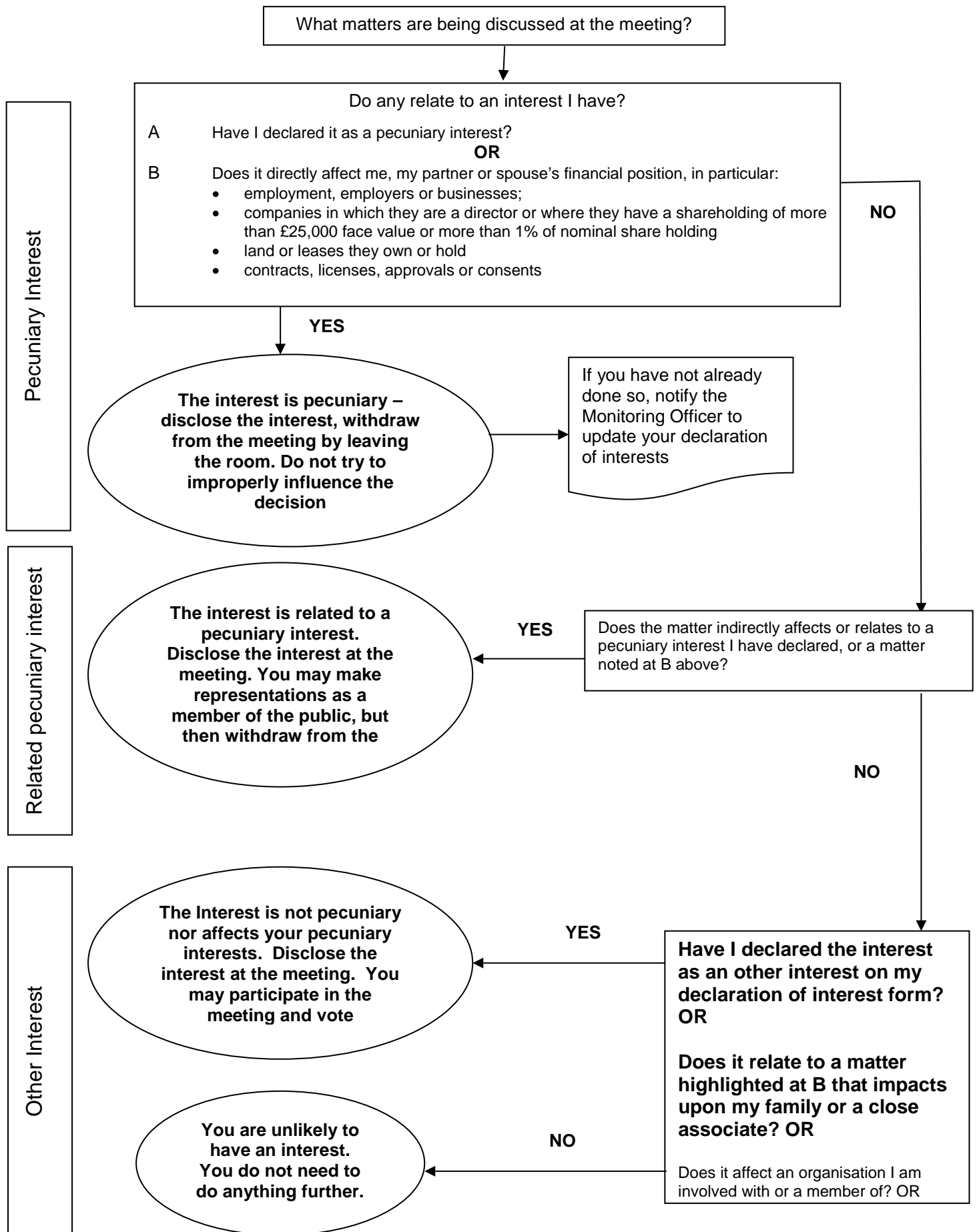
Is the interest not related to any of the above? If so, it is likely to be another interest. You will need to declare the interest, but may participate in discussion and voting on the item.

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

FOR GUIDANCE REFER TO THE FLOWCHART OVERLEAF

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

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



Minutes of a meeting of the **Planning Committee** held via video link on **Wednesday 4 November 2020 at 9.30am.**

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

Cllr S Lawn – Chairman

Cllr A D Adams
Cllr S Beadle
Cllr N J Brennan

Cllr R R Foulger
Cllr C Karimi-Ghovanlou
Cllr I Moncur

Cllr S Prutton
Cllr S Riley
Cllr J M Ward

Also in attendance were the Development Manager (TL), the Area Team Manager (MR) and the Democratic Services Officers (TB & LA).

134 DECLARATIONS OF INTEREST UNDER PROCEDURAL RULE NO 8

Member	Minute No & Heading	Nature of Interest
Cllr C Kaimi-Ghovanlou	Application 20201212 – 10 Penn Road, Taverham	Taverham Parish Council Member but had not participated in any meetings or conversations. Non-disclosable - non pecuniary interest.

135 MINUTES

The minutes of the meeting held on the 7 October 2020 were agreed as a correct record and signed by the Chairman subjected to the following amendments;

Minute 127 Declarations of Interest 131 application number amended from 202020200981 to 20200981 and deletion of the reference to Cllr S Prutton.

An additional minute be added to (129) confirming the minutes of the meetings held on the 9 and 16 September 2020. (The remaining minute numbers were re-numbered accordingly.)

Minute 131 (subsequently amended to 132) application number amended from 2020430548 to 20200981.

136 APOLOGIES FOR ABSENCE

An apology for absence was received from Cllr J F Fisher.

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

137 APPLICATION NUMBER 20191881 – DRAYTON DREWRAY, REEPHAM ROAD JUNCTION, DRAYTON

The Committee considered an application for the change of use of woodland for use as an organised paintballing site & erection of ancillary structures.

The application was reported to Committee as the proposal had potential to generate employment and the recommendation was for refusal.

Members noted the location and context of the site as set out in detail in the report.

They also noted an additional objection had been received from Drayton Drewray Relief in Need Charity which was part of the supplementary agenda.

The Committee heard from Graham Everett the Chairman of Drayton Parish Council, objecting the proposal. Local Member Cllr Crotch also spoke raising objections to the proposals.

The key issues in the determination of the application were the principle of the development and its impact on the character and appearance of the area, its impact on amenity, ecology, highway safety, the public right of way and the economy.

In assessing these issues, members concluded that the risk to the surrounding area was too great to grant permission for the proposal with the potential damage to the environment alongside the implications on the surrounding woodland footpaths used by members of the public.

The application had not adequately demonstrated that a clearly defined need existed for the facility and the proposal would cause significant harm to the general character and appearance of the area. There were concerns about the impact of the proposal on highway safety, the nearby public right of way, and the ecology on the site. Members considered the economic and social benefits of the proposal and felt these had little weight when considering the conflict identified with Local Plan policies. It was therefore concluded that there were no material considerations to support determination of the application other than in accordance with the development plan.

It was proposed, duly seconded, that the officer recommendation be supported. On being put to the vote, by way of a roll call, it was

RESOLVED:

to refuse application 20191881 for the following reasons:

1. The site is located outside of the defined settlement limit and as the development is considered to result in significant adverse impacts in relation to the harm caused to the environment, character and appearance of the area, the application conflicts with Policy GC2 and CSU1 of the Development Management Development Plan (DM DPD) 2015.
2. The proposed development would result in a substantial change to the countryside character of a site in a prominent location. It is considered that the development would constitute a visual intrusion into the countryside, which would, by reason of its appearance, associated structures and lighting and additional parking intensify the scheme's harmful impact on the rural character and appearance of the woodland. As a consequence, the proposed development would be discordant and harmful to the general character and appearance of the area in conflict with Policies GC4 and EN2 of the Development Management Development Plan (DM DPD) 2015 and the Landscape Character Appraisal, Policy 2 of the Joint Core Strategy 2014, Policy 1A of the Drayton Neighbourhood Plan 2016 and Paragraphs 127 and 130 of the National Planning Policy Framework.
3. The lighting proposed will have an adverse impact on the identified species of bats (including barbastelles) and other nocturnal species. It is therefore contrary to Policy 1 of the Joint Core Strategy 2014, Policy EN1 of the Development Management DPD 2015 and Policies 1C and 8 of the Drayton Neighbourhood Plan 2016.
4. The proposal does not incorporate adequate on-site vehicular parking and manoeuvring facilities to the standard required by the Local Planning Authority. The proposal, if permitted, would therefore be likely to lead to an undesirable increase in on-street parking to the detriment to highway safety. The application is therefore considered to be contrary to Policies TS3 and TS4 of the Development Management DPD 2015.
5. The proposal does not adequately address the concerns relating to the impact on the public right of way and is therefore contrary to Paragraph 98 of the National Planning Policy Framework which states that 'planning policies and decisions should protect and enhance public rights of way and access' and Policy 7 of the Drayton Neighbourhood Plan 2016 which aims to promote improved walking routes in the area.

138 APPLICATION NUMBER 20201212 – MARAGOWEN, 10 PENN ROAD, TAVERHAM, NR8 6NJ

The Committee considered an application for the raising of the roof level with a loft conversion, dormer windows and single storey extension to the rear and extension to the front.

The application was reported to Committee at the request of the Local Member for appropriate planning reasons as set out in the report.

Members noted the location and context of the site as set out in detail in the report.

The Committee heard from Mark Thornhill and Peter Elden objecting to the proposals. They also heard from Wayne Hoban, the applicant, in support of the application.

The site was located within the settlement limit for Taverham surrounded by residential properties, where the principle of adding extensions or making alterations to an existing residential property was acceptable. The issues to be considered were the impact of the proposals on neighbouring amenity and the character and appearance of the surrounding area.

In assessing these issues, members concluded that the design was acceptable and the proposal would not have an adverse impact on the amenity of either the immediate neighbours or the wider area. They also agreed that parking provision was acceptable. The proposal therefore met the criteria set out within Policy GC4 of the Development Management DPD, Policy 2 of the Joint Core Strategy and Policy TAV3 of the emerging Taverham Neighbourhood Plan.

It was then proposed, duly seconded, that the officer's recommendation be supported. On being put to the vote, by way of a roll call, it was

RESOLVED:

to approve application 20201212 subject to the following conditions:

1. Time limit (TL01)
2. Approved plans and documents (AD01)
3. Windows to be obscure glazed within the dormer window (P05)

139 PLANNING APPEALS

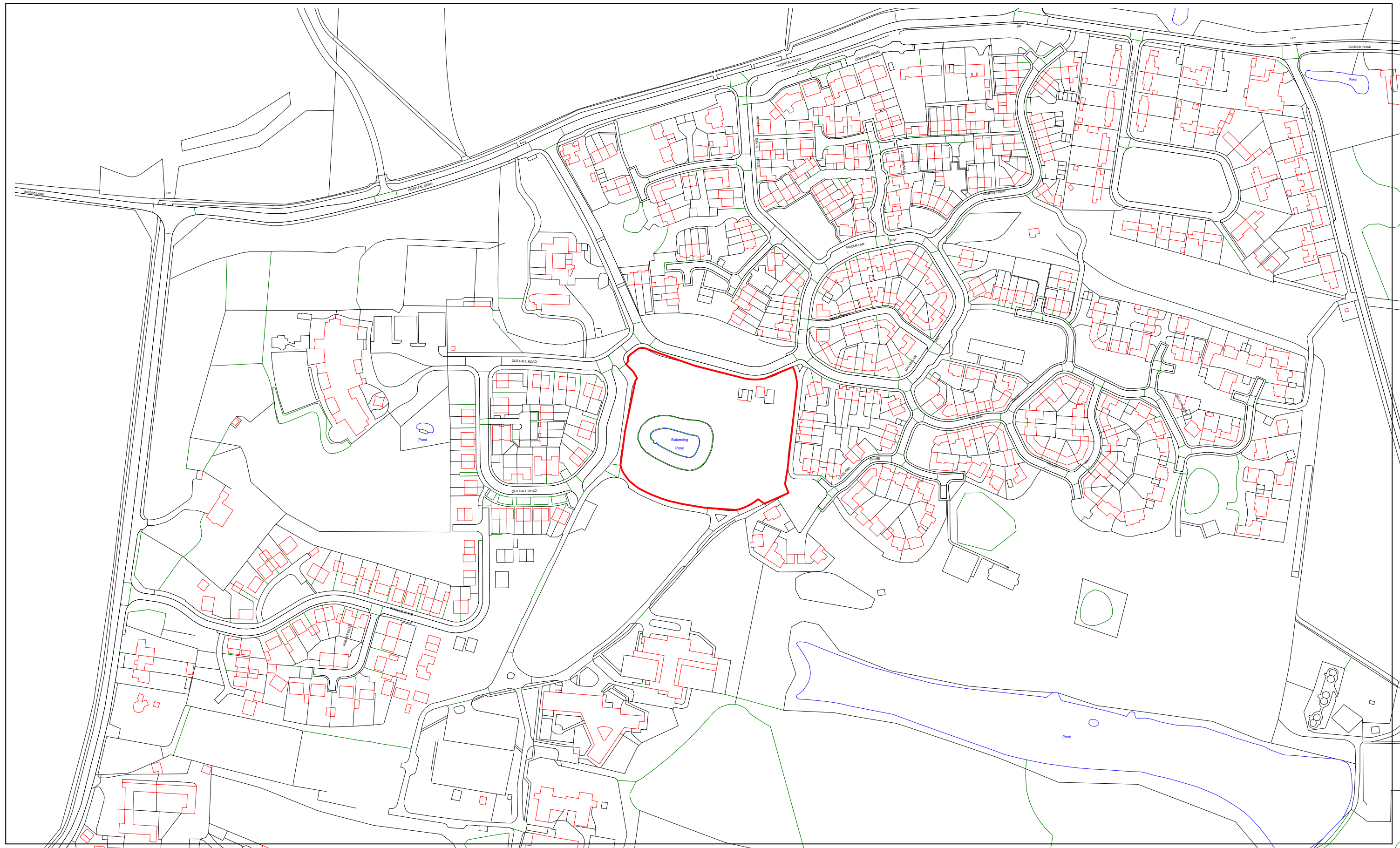
The Committee noted the appeal decisions received and appeals lodged for the period 25 September 2020 to 22 October 2020.

The meeting closed at 11:15am

SCHEDULE OF APPLICATIONS TO BE CONSIDERED

Area	Application No	Location	Officer Recommendation	Page No
1	20201173	Old Hall Site, Little Plumstead Hospital, Little Plumstead	Delegate authority to the DoP to APPROVE subject to removal of objection from Lead Local Flood Authority and completion of a Section 106 Agreement and conditions	?
2	20201200	Old Hall Site, Little Plumstead Hospital, Little Plumstead	Delegate authority to the DoP to APPROVE subject to removal of objection from Lead Local Flood Authority and completion of a Section 106 Agreement and conditions	?
3	20201086	Land to Rear of The Cottage, Grange Road, Hainford, NR10 3BJ	Reserved Matters APPROVAL , subject to conditions	?
4	20200699	32-36 Harvey Lane Garage, Harvey Lane, Thorpe St Andrew, Norwich	Delegate authority to the DoP to APPROVE subject to completion of a Section 106 Agreement and conditions	?

DoP Director of Place



Application No: 20201173

Old Hall Site, Little Plumstead Hospital, Little Plumstead

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Scale:
1:2500

Date:
20-Nov-20

N



Application No: [20201173](#)
Parish: **Great & Little Plumstead**

Applicant's Name: Cripps Developments Ltd
Site Address: Old Hall Site, Little Plumstead Hospital,
Little Plumstead
Proposal: 11 new dwellings comprising 5 single storey and 6
two storey terraced buildings with associated
hardsurfacing and landscaping.

Reason for reporting to committee

The proposal does not accord with the development plan.

Recommendation summary:

Delegate authority to the Director of Place to **APPROVE** subject to removal of objection from Lead Local Flood Authority and completion of a Section 106 Agreement and conditions

- 1 Proposal and site context
 - 1.1 This proposal is linked with planning application 20201200, which appears elsewhere on the agenda.
 - 1.2 The site is located around 8 km to the east of Norwich, between Great and Little Plumstead. It lies around 2 km from the Broadland Northway (A1270) and 1.5 km north of the A47. Bus Service 905 stops outside the Hospital site on Hospital Road.
 - 1.3 This is part of the former Little Plumstead Hospital site, which has now largely been redeveloped for residential [around 400 dwellings] within a landscaped setting, together with a primary school and a very recent addition of The Walled Garden Community Shop and Café. The site is adjacent but outside of the defined 'settlement limit' for the parish.
 - 1.4 The application site sits centrally within this area on the site of the former Old Hall and canteen; and is therefore previously developed land. It has a site area of 1.12 hectares [including existing open space and drainage lagoon]. There are retained hospital service buildings within the site that serve the retained health care facilities to the south of the site connected by buried service cables. There is a combined footway and cycleway along the site frontage and street lighting and this provides connectivity between the housing development to the east and the community facilities to the west including Primary School, Church and recently opened walled garden shop and café

- 1.5 As part of an earlier planning permission which included this site [ref [20130906](#)] it was proposed that the retained Old Hall, would be converted into apartments with associated car parking areas both to the east of the site and opposite on the north side of Old Hall Road. Unfortunately, the Old Hall was destroyed by fire in 2016 and the remains had to be demolished for health and safety reasons. The site on the north side of Old Hall Road is therefore viewed as contiguous with this application site and is subject to application 20201173, which appears elsewhere on the agenda.
- 1.6 Since demolition of the remains of The Old Hall, the site has been used by the applicant company as a site compound whilst constructing over 100 dwellings on former hospital land to the west and which are nearing completion. To the south is a surface water attenuation lagoon serving the recently constructed housing and around this is grassed public open space that includes mature trees on the western, southern and eastern boundaries all of which are covered by a Tree Preservation Order.
- 1.7 Originally, 15 dwellings were being proposed but through discussions, relating to the layout and density, this has been reduced to 11 to reflect the form of the Old Hall and surrounding area. The application as amended comprises a block of 7 dwellings fronting Old Hall Road in the position of The Old Hall and a block of 4 dwellings at right angles to the east and set back where the old canteen building was located. The terraced block of 7 is predominantly two-storey with a linked 3-bed bungalow on the west end. The terrace is 4, 4-bed and 2, 3-bed houses. The separate block comprises 1, 3-bed, 1, 2-bed and 2, 1-bed bungalows. The block of 7 dwellings are open market and the block of 4 terraced bungalows are affordable units. A drainage lagoon which was part of the previous application is being retained to the south of the site and will be a landscaped drainage feature immediately to the south of the retained ha ha feature that existed at the rear of the former Old Hall.
- 1.8 There is vehicular and pedestrian access for each of the 7 frontage dwellings direct from Old Hall Road, they also have pedestrian access from their raised terraces to the rear via steps down onto a footpath. The block of 4 bungalows is served off a private drive from Old Hall Road. Integral garaging with parking in front is provided for the 7 dwellings and parking is provided for the 4 bungalows behind them and to the rear of the service buildings. The existing cycle-path to the north will be retained as will the footpaths surrounding and running through the site and open space.
- 1.9 The materials proposed are red brick and red plain tiles with white painted timber windows. Garden boundaries to the bungalow terrace are delineated by timber fencing at 1.5m with 0.3m trellis above and the terrace of 7 has a rear boundary of a 0.5m wall with brick piers and metal railings on top of the ha ha. The bin stores to the 7 frontage units are contained by grey stained close boarded fences. The exact location of bin stores for the affordable units served off a private drive has been the subject of discussion with the Council's Environmental Contracts Officer and revised plans are being

consulted on. Hard surfacing is proposed as concrete paving setts, slabs and paviors.

1.10 As indicated above, there are mature trees around the perimeters of the application site. The largest group of these is to the south of the attenuation basin and includes a line of large limes and a significant horse chestnut, to the west boundary there is a large Monterey pine all these are to be retained. To the north-west corner there is a group of yew trees which are to be retained. 5 trees are proposed to be removed on the eastern side for development purposes [2 no. category B (moderate quality and amenity value) and 3 no. category C (low quality and amenity value) and as part of an overall landscaping scheme it is proposed to plant 24 heavy standard replacement trees.

1.11 An additional ecology report has been submitted with the amended plans including a landscape and biodiversity enhancement plan and a bat roost assessment.

2 Relevant planning history

2.1 [20201200](#): 2 bungalows and 2 houses, garages and extension of footpath. Awaiting decision.

2.2 [20180655](#): Variation of approved plans of planning permission 20160808 - (revise house types on plots 49, 73 and 74; re-positioning of dwellings on plots 64-74 inc; garages added to plots 66-74 inc 94, 95 and 96; and garages revised on plots 86, 99, 100, 101, 103, 104 and 105). Approved September 2018.

2.3 [20171008](#): Erection of 20 two-storey dwellings, expansion of car parking for school and car parking and access road to walled garden. Approved July 2019.

2.4 [20160808](#): Application for approval of reserved matters for access, appearance, landscaping, layout and scale for 88 dwellings following outline planning approval 20130906. Approved October 2016.

2.5 [20130906](#): Demolition of existing hospital buildings and re-development of the footprint of these buildings to provide residential dwellings; retention and conversion of The Old Hall for residential use; provision of an enlarged primary school site; landscaping; open space; community uses and means of access from Hospital Road and Water Lane. All matters are reserved except points of access. Outline granted 14 January 2016.

2.6 Primary School, 75 Dwelling houses and associated works (Outline). Approved 31 July 2008.

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 08 : Promoting healthy and safe communities
NPPF 09 : Promoting sustainable transport
NPPF 11 : Making effective use of land
NPPF 12 : Achieving well-designed places
NPPF 14 : Meeting the challenge of climate change, flooding and coastal change
NPPF 15 : Conserving and enhancing the natural environment

3.2 Joint Core Strategy (JCS)

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

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 EN3: Green Infrastructure
Policy EN4: Pollution
Policy RL1: Formal Recreation Space
Policy TS3: Highway safety
Policy TS4: Parking guidelines
Policy CSU5: Surface water drainage

3.4 Site Allocations Development Plan Document 2016

GLP1: Land at the Former Little Plumstead Hospital. Site outside but adjacent settlement limit.

3.5 Great & Little Plumstead Neighbourhood Plan 2015

Policy 1: New Development

Policy 2: Design
Policy 3: Maximise walking & cycling
Policy 4: Traffic Impact
Policy 5: Biodiversity
Policy 6: Management of green infrastructure

3.6 Supplementary Planning Documents (SPD)

Recreational Provision in Residential Development SPD
Parking Standards SPD
Affordable Housing SPD

4 Consultations (summarised where necessary)

4.1 Parish Council:

Comments on originally submitted proposals:

Objects.

- We refer back to the original consents 20130906 and 20170725, the approved landscaping proposals.
- The proposals are disappointing in view of their replacement for the former Hall building, which would have carried the historical background to the site much more gracefully. This provided distinctive large vertical windows, gables and chimneys and 'turning corner' features. Adjoining households have already pointed out that the proposed aesthetic has changed from the current housing with the new proposals. This is because the new proposals do not carry a vertical emphasis in fenestration or roof pitch and spread out in a line providing a bland background to display the motor vehicles parked in front of them, awaiting their turn to reverse onto the busy road.
- Of more relevance in planning terms is the possible restrictions previously imposed in replacement footprint terms, (2013) and the loss of Public Open Space from previous proposals. The 2013 proposals talked of 'a refined and enhanced parkland setting to the Old Hall' and the opposing area was for car parking heavily screened by woodland landscaping.
- The area of Public Open space from the 2017 approved landscaping proposals is diminished in size by the new building and housing returns back into the open site and further denigrated by the heavily scraped out SUDS lagoon area. (We have noted these SUDS lagoon areas being used before for POS provisions in other applications, when they could be unusable in winter weather or periods of heavy rainfall). This is hardly an "enhanced Parkland setting" and is contrary to approved 2017 landscape approvals.
- There could also be a relationship with surface water discharge into the lake, which is not a matter addressed in the proposals. Adjoining

owners have noted flooding to the hospital approach road at times of heavy rain.

- In the previous proposals we believe that a play area was also proposed, which is not noted in this application.
- The affordable housing section has no proper commercial vehicle access which would place restrictions on the owners and congestion to the rest of the site.
- The numerous exit/entrances across the main footpath from The Glade to the School/Shop/Church is dangerous. This footpath has a high level of foot traffic, especially used by school children. The new road location is simply not suitable. This junction is one of two exit/entrances to The Glade estate, this junction is extremely busy and well used. When this application is taken into account with planning application 20201200, there is a large amount of traffic exiting onto the road which already has a high volume of through traffic.
- The communal bin stores are not in keeping with the area as a whole and wholly unsuitable (Council Officers and other respondents communal bins are one of the largest causes of ASB and Enviro crime we have to manage).
- What is happening with the existing poorly maintained hospital service buildings which are remaining we were under the impression these were to be decommissioned and moved. Are these going to be restored?
- The application is not in keeping with what they have already built.
- We believe that this application, together with 20201200 this will take the development over the agreed footprint which was allowed.
- We do not believe that this application goes along with the policies contained in our Neighbourhood Plan.

Comments on amended proposals:

The Parish Council still submits the previous comments made on this application.

With regard to the amendments:

- We believe that there is a detriment to the health and safety of users of the pathway and the highway.
- We are concerned about the lagoon. We do not believe this is sufficient and the best approach. Fears are that it will remain an all year round pond as has been shown over the past few years.
- The hospital service buildings do not appear to be included in the development. The Parish Council would like confirmation that these buildings will be made structurally safe and maintained properly going forward. The site is open to vandalism.
- The communal bins store as previously mentioned is not in keeping with the developments in the area. These sites do encourage anti-social behaviour. Can the bin storage not be incorporated into the housing

footprint as with all other houses on the previous phases of the development?

4.2 Anglian Water:

There are assets owned by Anglian Water or those subject to an adoption agreement within the development site boundary. An informative should be added if approved.

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

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.

The preferred method of surface water disposal would be to a sustainable drainage system (SuDS) with connection to sewer seen as the last option. From the details submitted to support the planning application the proposed method of surface water management does not relate to Anglian Water operated assets.

4.3 Lead Local Flood Authority:

Comments on original proposals:

Objects.

Having reviewed the submitted information from the applicant we object to this application in the absence of an acceptable drainage strategy or supporting information relating to:

- Clarification of how both sections of the development will drain.
- Current detailed infiltration testing (not from 1933) in accordance with BRE Digest 365 (or equivalent) be carried out to demonstrate the application has followed the SuDS hierarchy.
- Clarification of the impermeable areas used in the calculations for the storage volume.
- Detailed designs, modelling calculations and plans of the of the drainage conveyance network in the:
- 3.33% annual probability critical rainfall event to show no above ground flooding on any part of the site.
- 1% annual probability critical rainfall plus climate change event to show, if any, the depth, volume and storage location of any above ground flooding from the drainage network ensuring that flooding does not occur in any part of a building or any utility plant susceptible to water (eg pumping station or electricity substation) within the development.

- Demonstration that finished ground floor levels of properties are a minimum of 300 mm above expected flood levels of all sources of or 150 mm above ground level, whichever is the more precautionary.
- A maintenance and management plan detailing the activities required and details of who will adopt and maintain the all the surface water drainage features for the lifetime of the development.
- Confirmation that Anglian Water is in agreement with a discharge rate of 21.5 l/s into their surface water sewer. The applicant should determine with AW what level of resilience there is in the existing network as this may constrain the discharge from the site in flood events.

As part of any planning application that we are consulted on we would normally expect to see confirmation from Anglian Water regarding any connection or alteration to their services.

Comments on revised proposals:

Awaited.

4.4 Highway Authority:

Comments on originally submitted proposals:

- (1) As you will be aware it is a requirement of the adjacent development (the same applicant) to remove the existing access into this site (adjacent the eastern junction of Old Hall Road) and continue the footway / cycleway up to Old Hall Rod in its place. The submitted plan retains both the site access and junction of Old Hall Road. For the avoidance of doubt, the plan should be amended to remove the existing access as previously approved.
- (2) The garage to plot 19 is 10m from the rear of the footway/cycleway. This may encourage two cars to park in front of the garage, but 10m is just short of the required distance to do so. To minimise the potential for cars to overhang the footway ensure the garages for plots 19, 20 & 21 are all at least 11 m back from the rear of the footway.
- (3) The access layout for plots 14-21 is likely to result in one long continuous dropped kerb, which is not ideal. The parking layout for plots 15-18 could easily be amended to reduce the length of dropped kerb needed eg for plots 15 & 18 dog-leg the paths leading to their front doors and position the parking spaces side by side. For plot 15 position the parking spaces to the west side of the plot, and for plot 18 position the parking spaces to the east side. It could further be considered to do similar for plots 16 & 17 – parking for plot 16 to the east and parking for plot 17 to the west.
- (4) We recognised the size of the garage for plot 14 allows for some storage and parking a car, thus technically meets requirements. However experience suggests garages are not used habitual for

parking so our preference would be for two spaces to be provided in addition to the garage. It would appear the garage could be set back 11m from the rear of the footway without a significant reduction in the garden size.

- (5) What is happening with the hospital service building? If this is to remain what is it used for? What are the access / parking requirements?
- (6) For the avoidance of doubt the access road serving plots 7-13 should cross the footway/cycleway as a dropped kerb crossing.
- (7) Building regulations requires access for a fire tender within 45m of a building. Consequently, the access road serving plots 7-13 would need to be extended and provided with a size 3 turning head - see mock up below. This would appear easily achievable with little impact on the layout. This will also improve access to all parking spaces, with the two spaces currently directly north of the bins likely to require multiple manoeuvres to enter / exit. The radii between the main access road and the side arm should be 6m
- (8) Shared private drives should be provided with a communal bin store within 25m of the existing highway – see the drive serving plot 7-13
- (9) Provide at least 1 more space for plots 7-11.

Comments on amended proposals:

No objections subject to conditions.

4.5 Environmental Contracts Officer:

Comments on originally submitted proposals:

Comments to take into account.

Comments on amended proposals:

In response to the updated drawing:

Plots 9 to 15

- Each property now has space for 3 x 240 litre bins for each property, plus room for a 23 l food caddy and a collection point for waste nearest the adoptable highway. This is fully acceptable.
- The steps at the back of the properties make storing bins in the garden of each property prohibitive but I can now see there is a direct route from the garages to the rear gardens so that bins do not have to be brought through the house itself which is fully acceptable.

Plots 5 to 8

- The properties are still shown as having communal storage for bins. This is likely to be an ongoing liability as bins / the bin store are highly likely to be misused which will cause problems (particularly with brown bins as they are a chargeable service). We advise that each property

has an individual bin storage cupboard if the developer wishes to have a separate storage point for waste that is not in the garden of each property.

- These properties are all along a private driveway (under 8 properties) that the refuse collection vehicle and crew will not access.
- The bin collection point for these properties needs to be at a point nearest the adopted road, for example the road side of the hospital service buildings and service access road, or opposite the service access road. The crew will not be expected to come down the drive to collect bins as with other private drives in Broadland, and it will be for the residents to wheel their bins up to the collection point specified by Broadland District Council. A hard standing for up to 2 bins per property needs to be provided to facilitate collection. I see no reason to treat this private drive any differently to other private drives.

Comments on further revised proposals:

Comments awaited.

4.6 Conservation and Tree Officer:

Comments on originally submitted proposals:

Condition details including tree protection, replacement planting and landscaping scheme.

4.7 Environmental Management Officer (Pollution):

I would like to see a site investigation for this location. Can you ask if an investigation has been completed already for the location (since demolition) and if not can a condition be added to require one.

4.8 Norfolk County Council Infrastructure Officer: (based on both sites with 21 dwellings total)

Comments on originally submitted proposals:

Infrastructure to be funded through CIL:

- Taking into account the permitted planning applications in the area, there are sufficient places at Early Education level and at Little Plumstead Primary School to 2 accommodate the children generated from this proposed development should it be approved. At High school level there would be insufficient places at Thorpe St Andrew School and Sixth Form to accommodate the children generated from this proposed development should it be approved. With the high level of housing growth in the surrounding area, Children's Services will take this opportunity to look at existing primary and secondary school provision and determine the best option to accommodate children from these new

developments. CIL funding would be required to provide additional places at Thorpe St Andrew School and Sixth Form for 3 places (3 x £15,664 = £46,992).

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

Fire:

This development will require 1 fire hydrant per 50 dwellings at a cost of £843 per hydrant, which should be dealt with through condition.

Comments on amended proposals:

No further comments received.

4.9 Norfolk County Council Ecologist:

The report (NWS, 2020) is fit for purpose (please note that section 1.3.1 should refer to figure 3 rather than figure 2). Biodiversity enhancements proposed are fit for purpose and should be conditioned and management plan adhered to.

Suitable wording is suggested below:

Compliance with existing detailed biodiversity method statements, strategies, plans and schemes - Condition All ecological measures and/or works shall be carried out in accordance with the details contained within the NWS (2020) report as already submitted with the planning application and agreed in principle with the local planning authority prior to determination.

4.10 Housing Enabling Officer:

Comments on originally submitted proposals:

Amendments required.

Comments on amended proposals:

Thank you for this and the D dwelling type looks to be acceptable to give the proposed mix: ART x 4 units 2 x 1 bedroom 2 person bungalows (Plots 5 and 6 – 50.6m²) 2 x 2 bedroom 4 person bungalows (Plots 7 and 8 – 67.8m²). Both of these bungalow dwelling types are slightly smaller than those delivered on the earlier Phase – but as they are approaching Level 1 Space Standards are still acceptable.

Otherwise, any further comments are as previously and if a 3 bedroom bungalow can be accommodated it would be appreciated. As previously – we would prefer the inclusion of a 3-bedroom bungalow as earlier phases of the site have not delivered this size of bungalow. I note that the applicants do have a 3-bedroom bungalow proposed within the open market units (House type C) and which may lend itself to be delivered as Plot 8 – if site constraints allow for this larger footprint. This would then give a very good mix of affordable units for rent on this final part of the development.

Revisions to plot 8:

This has been revised to a 3 bedroom 5 person bungalow. We note that at 86m² it is above Level 1 Space Standards and so will be acceptable to Housing Enabling.

4.11 Historic Environment Officer:

Based on currently available information the proposed development will not have any significant impact on the historic environment and we do not wish to make any recommendations for archaeological work.

4.12 Community Police Safety Officer:

Comments on originally submitted proposals:

The only comment I would pass concerns a footpath I have interpreted running parallel to the rear of plots 14-20 and the existing ha ha. If this is indeed to be a public footpath, it is not recommended to run to the rear of dwellings, as these have been proven to generate crime. That said, it appears straight and devoid of hiding places, and there may be surveillance from 7 & 13. The rear boundary treatment of 14-20 is 1.8m brick and brick piers with metal balustrading – this design should not give any climbing ability to scale into these vulnerable rear gardens.

Comments on amended proposals:

No further comments to make.

4.13 BDC Senior Heritage and Design Officer:

Comments on revised proposals:

I am generally happy with the design approach in terms of visual appearance etc. and the changes to plot 15 [west wing] will add interest. No objections.

4.14 Other representations (summarised, for full details see on file or online)

Comments on originally submitted proposals:

Four representations have been received from residents. The concerns are summarised as follows:

Objections:

- Were told this land was not going to be built on and would remain as open space.
- It will change the estate and lose its quality, it's out of character.
- The properties are not of the same aesthetic as those already built
- Plots 20 & 21 will look directly into our house.
- Traffic congestion and parking issues, particularly around the school.
- Disturbance to residents.
- Does not provide the required LEAP or open space.
- Require a full review of the Arboricultural Impact Statement so that trees are retained.
- The area would benefit from more play areas and seating for families.

Comments on amended proposals:

One representation:

There is a large amount of traffic to and from the school already and this will only bring more. The parking around the school is appalling as it is and bringing in more traffic will make it worse, especially with no traffic management and the school don't enforce anything either.

5 Assessment

Key Considerations

- 5.1
- The principle of the development
 - Planning History/Material considerations
 - Affordable housing provision
 - The impact on the character and appearance of the area
 - The impact on amenity
 - The impact on trees and ecology
 - The impact on highway safety

Principle

- 5.2
- The main issues to be taken into account in the determination of this application are an assessment of the proposal against the policies of the development plan, the NPPF and Planning Practice Guidance and any material considerations. The key considerations in this case are the principle of the development and the history of the development, the impact

of the development on the character and appearance of the area, residential amenity, highway safety and the provision of affordable units.

- 5.3 Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004) requires that applications be determined in accordance with the Development Plan, unless material considerations indicate otherwise. This point is reinforced by the NPPF, which itself is a material consideration.
- 5.4 Little Plumstead is within the Norwich Policy Area [NPA] and is identified as a Service Village in Policy 15 of the Joint Core Strategy. This means that allocations will be made for small housing developments subject to form and character considerations. Little Plumstead is one of those settlements identified in the policy that is within the NPA and may be considered for additional development if necessary to help deliver the smaller sites in the NPA in accordance with Policy 9.
- 5.5 Policy GC2 of the DM DPD seeks to locate new development within defined Settlement Limits, but outside of these limits it permits development where it accords with a specific allocation and/or policy of the development plan and does not result in any significant adverse impact. The site is outside of, but adjacent to the Settlement for this part of Little Plumstead and is not allocated for any purpose. The proposal does not accord with a specific policy in the development plan that allows for development outside of the settlement limit. Furthermore, the Council is able to demonstrate a 5 year housing land supply for the purposes of paragraph 11d of the NPPF and therefore its development plan policies are up-to-date. As such, it is concluded that the proposal would be contrary to policy 15 of the JCS and GC2 of the DMDPD.

Planning History/Material Considerations

- 5.6 Initial plans for the redevelopment of the western part of the hospital site date back to 2006 with the Parish and the school being involved in discussions and taking into account the continuing NHS presence. The result of this were applications 20080199 and 20130906, which granted outline approval for: 1 residential development, new school and access road; 2 residential development, an enlarged primary school site, open space, landscaping and a new access to Water Lane.
- 5.7 It also granted permission for the conversion of the Old Hall into around 17 open market apartments with parking being provided both to the east of the Old Hall and on land opposite on the north side of Old Hall Road, the subject of current application 20201200. However, in August 2016 the Old Hall suffered an arson attack and subsequently had to be demolished. The overall development is/largely complete and under the S106 Agreement related to 20130906 the Old Hall should have been converted in accordance with the planning permission prior to occupation of 90% of the dwellings associated with the development.

- 5.8 It is a material consideration that the site had the benefit of permission for residential development and that the principle of residential parking on the wider application site has already been established. If the Old Hall building was still standing then it would most likely have been converted into residential apartments with parking on this site. It is suggested that this is a material consideration that weighs heavily in favour of the current application.
- 5.9 Furthermore, although the Old Hall was lost as already described, the site constitutes previously developed land [brownfield] as it is land that was occupied by a permanent structure, including the curtilage of the land and this is also a material consideration of significant weight in accordance with paragraph 118c – making effective use of land, in the NPPF.

Affordable housing

- 5.10 This application has been submitted by the same developer concurrently with the application for 4 dwellings to the north of Old Hall Road, which is also to be considered by this Committee. The site to the north of the road for 4 dwellings is within the settlement limit and if this was submitted as an application in isolation there would be no affordable requirement attributed to it. The application site on the south side, which, it is acknowledged, is outside of the settlement limit, is seen to replace the footprint of the former Old Hall which was to have been converted into open market apartments and there was not a requirement for the conversion to provide for any affordable housing.
- 5.11 These two applications together will complete the redevelopment of this part of the former hospital site and it is therefore reasonable to consider them cumulatively in terms of the requirement to provide affordable units as set out in Policy 4 of the JCS. If the 15 dwellings are taken together which is considered to be a reasonable approach – Policy 4 would require 33% to be affordable which, rounded up, would be 5 affordable units. However, the latest position which current applications are being determined against is in accordance with the SHMA and the affordable requirement would be lowered to 28% which is 4 units. If we were only considering an application for replacement of the Old Hall then it is an important consideration that the 11 dwellings would generate only 3 units at 28% or 4 at 33% and therefore delivery of an additional unit would be an additional benefit. The two applications in their revised form are proposing a total of 4 AH units and this is considered to be acceptable in this case as discussed below.
- 5.12 Policy 4 of the JCS states:

“A proportion of affordable housing, including an appropriate tenure mix, will be sought on all developments of 5 or more dwellings. The proportion of affordable housing, and mix of tenure sought will be based on the most up to date needs assessment for the plan area”.

At the adoption of the JCS the affordable housing need was 33% for sites of the scale proposed. Since the JCS was published, the Central Norfolk Strategic Housing Market Assessment (SHMA) June 2017 has provided more recent evidence of need for affordable housing. The affordable housing need for Greater Norwich, as assessed by the SHMA, is 28%.

The applications therefore propose 28% affordable housing to reflect the identified needs in the SHMA.

On the basis that Policy 4 of the JCS requires affordable housing to be provided in accordance with the most up to date needs assessment for the area it is considered that the delivery of 28% affordable housing complies with this policy.

Whilst the SHMA is untested, it is significant new evidence which officers consider should be given weight in the planning balance. Officers are satisfied that the most up to date needs identified in the SHMA are a material consideration and that the delivery of 28% affordable housing, which would comply with Policy 4 of the JCS, is acceptable.

The proposed affordable housing property types and sizes have been amended in accordance with the comments of the Housing Enabler through the course of the application and these amendments have resulted in an affordable housing mix which the Housing Enabler is now able to support, commenting that: this would then give a very good mix of affordable units for rent on this final part of the development.

- 5.13 The affordable housing will be secured through a single overarching S106 Legal Agreement relating to both applications.

The impact on the character and appearance of the area

- 5.14 Paragraphs 127 and 130 of the NPPF seek to ensure that development is sympathetic to local character, that developments establish or maintain a strong sense of place and state that permission should be refused for poorly designed development that fails to take the opportunities available to improve the character and quality of an area. Policy 2 of the JCS states that all development will be designed to the highest possible standards and that development proposals will respect local distinctiveness. Policy GC4 of the DM DPD requires proposals to, amongst other things, pay adequate regard to the environment, character and appearance of the area. Policies 1 and 2 of the Neighbourhood Plan state that all development proposals should have a high standard of design and fit in with the character of the village.
- 5.15 It can be seen that the site is not within the open countryside and nor is it isolated. In addition, the site's proximity to the settlement limit and its relative containment within the village demonstrate the suitability of the location.

- 5.16 The application only proposes developing in the area of the footprint of the two former buildings. This follows amendments to reduce the amount of development and site it more closely to the historic footprint. The design has also been amended following discussions with the Councils Senior Heritage and Design Officer with a terrace used in order to give a scale and form along the road frontage to recognise the form of the Old Hall. Gable detailing breaks up the frontage and the use of red brick and red plain tiles picks up on this character. A single storey unit turns the corner at the western end of the terrace and provides visual interest onto a recently enlarged area of tree lined open space where the retained hospital's former access has been removed and which is now routed partly through the new residential development to the west. The smaller massing of the bungalows to the eastern boundary reflect the single storey scale of the old canteen building which was demolished. Consequently the amended proposal reflects the previous built form and does not have a significant additional impact on the character of the area. If approved the precise details of the materials can be conditioned.
- 5.17 This part of the site includes existing public open space [and a surface water attenuation feature] and there is a larger area of open space to the south of the site, not part of this application but it is also within the applicant's ownership and is retained as public open space as part of the 20130906 development including a recently installed locally equipped area for play. These areas provide a remnant of the parkland landscape setting of the Old Hall and includes mature trees which contribute significantly to the village and the setting of the proposed new dwellings. The majority of the trees will be retained and significant replacement planting is proposed for those which are to be removed. In addition, wider landscaping proposals include a planting scheme for the attenuation basin which will be of greater visual and biodiversity benefit and integrate this more effectively into the open space. New footpaths are also proposed through this area running north to south and east to west, providing additional walking routes and connecting with existing footways and open space. The Neighbourhood Plan also requires the developer to demonstrate effective management of such areas and this was dealt with in the S106 attached to the 20130906 permission with a management company maintaining public open spaces including woodland not forming part of property curtilages and the same is likely be secured as part of this development. Therefore, the proposal is in line with the NP Policies 5 and 6.
- 5.18 It is acknowledged that the treatment of this wider site area has changed from the illustrative masterplan in relation to the 2013 outline approval, however this is reflective of detailed site development proposals that have followed thereafter and the need to address technical details such as surface water mitigation. Overall, it is considered that the proposal will not have an adverse visual impact on the site and it is sympathetic to the general character and appearance of the immediate area. The proposal therefore complies with the NPPF, Policy 2 of the JCS, Policy GC4 of the DM DPD and Policies 1 and 2 of the Neighbourhood Plan.

The impact on amenity

- 5.19 Policy GC4 of the DM DPD states that proposals should, amongst other things, consider the impact on the amenity of existing properties.

The closest properties are to the east facing the site. They are separated by a footpath which will be retained with trees and a grassed verge and then a new private drive to access the rear parking for the bungalows. The proposed bungalows face westwards towards the open space and attenuation lagoon with ground floor living rooms facing eastwards. There are no first floor windows facing the existing properties which are, in any case, a significant distance away (in excess of 25m). Timber boundaries will contain their rear gardens.

- 5.20 The two storey houses along the frontage would face the dwellings subject of the concurrent application, if approved, however there would be a good degree of separation given the road in between which is usual in a village setting.
- 5.21 An objection was raised by local residents to the west relating to overlooking in the original plan. These dwellings have been reduced to one single storey unit in the amendments and no further representation has been made. A further objection was made that there would be disturbance caused however the site is contained within the wider built-up area of the village and it is not considered that this would be significantly greater than if the Old Hall had been converted.
- 5.22 Overall, it is considered that the development will not have a detrimental impact on the amenity of either existing residents or future residents. The application is therefore considered to comply with Policy GC4 of the DM DPD.

The impact on trees and ecology

- 5.23 There are existing mature trees surrounding the site and an Arboricultural report has been submitted with the application and is being updated to reflect the revised plans and tree protection will be conditioned in accordance with this
- 5.24 Five trees are proposed for removal and the detailed landscaping plans make provision for 24 replacement trees as part of wider soft planting/landscaping. This can be ensured by condition.
- 5.25 The Norfolk County Council Ecology Officer raised the issue of potential bat roosts and an assessment has been submitted with the amended plans. The enhancements set out in the report can be required by Condition for this site which amount to bird and bat boxes and hedgehog gaps in boundaries.

- 5.26 It is therefore considered that the proposal complies with Policy 1 of the JCS and Policy EN1 of the DM DPD which require biodiversity and habitats to be protected and enhanced. Also, Policy 1C of the Neighbourhood Plan which states development will not be permitted unless it can be shown that the natural environment would not be harmed and Policy 5 relating to biodiversity.

The impact on highway safety

- 5.27 Access to the site is proposed from the existing Old Hall Road and with a private drive to serve 4 of the properties and the retained hospital service buildings. The main terrace will be served by a combination of parking spaces and garaging to the front and the separate bungalows are provided with their parking spaces to the rear.
- 5.28 Concern has been raised in representations relating to additional traffic along Old Hall Road. Old Hall Road is within a 20 mph restricted zone benefitting from street lighting and has a 3m wide combined footway and cycleway on its south side. Seven of the new dwellings will gain access over the combined footway and cycleway; some involving single dropped kerb accesses and some shared dropped kerb accesses. The four dwellings to the west and retained hospital service buildings will be served by a single dropped kerb crossing onto a service vehicle access which although remaining a private drive will be constructed to adoptable standards. The Highway Authority is satisfied that there are no highway safety concerns in relation to the amended proposals and has raised no objections.
- 5.29 In terms of on-site parking provision the Parking Standards SPD indicate an average of 1.5 spaces for a 1 bed unit, 2 parking spaces for a 2 or 3 bed unit and a minimum of 3 spaces and maximum of 4 spaces for a 4 bed unit. In the Neighbourhood Plan Policy 2 indicates that where feasible and practical car parking for each new dwelling should be provided with a minimum of 2 parking spaces for 1 and 2 bed units, 3 parking spaces for a 3 bed unit and 4 parking spaces for a 4 bed unit or more.
- 5.30 In terms of the market housing [plots 9 to 15], the development provides 3 parking spaces per dwelling for both 3 and 4 bed units, with garage spaces being of a size to count as a parking space. Whilst this means that the 4 bed units do not meet with the Neighbourhood Plan standard and therefore conflict with Policy 2, this level of parking provision is considered appropriate for the use and location and the Highway Authority have not raised this as a highway safety concern. It is recommended that the garages which are integral or attached to the side of the dwellings should be retained as such and a condition is recommended to remove permitted development rights that would otherwise allow these to be converted into habitable accommodation as part of the dwelling thereby omitting the parking space.

- 5.31 In terms of the affordable housing [plots 5 to 8], a total of 11 car parking spaces are being provided which is more than compliant with both Parking Standards SPD and Neighbourhood Plan requirements
- 5.32 It is therefore considered that the proposal has no detrimental impact on highway safety and the application complies with Policies TS3 and TS4 of the DM DPD and Policy 4 of the NP.

Other Issues

- 5.33 In terms of formal open space provision, the development in isolation and/or combined with the additional development proposal for an additional 4 dwellings is not of a scale that justifies additional onsite provision in its own right but does require a financial contribution in accordance with the development plan policies. There are at least 5 formal play areas on the former hospital site including play equipped and hard court areas. These were privately managed but were subsequently transferred to the council along with a dowry. The developer is also providing a locally equipped area for play to the south of the site as part of the current development nearing completion. There is also a significant amount of informal open space including open grassed spaces and woodland margins that although privately managed has full public access in perpetuity.
- 5.34 It is considered more appropriate for the development to make policy compliant financial contributions to the management / maintenance / improvement of existing formal and informal recreational infrastructure in compliance with Policies EN3 and RL1 of the DMDPD
- 5.35 The site is within Flood Zone 1 where there is a low probability of flooding and where new development is directed to. An existing attenuation lagoon is in place to the south of the site provided as part of the 20130906 permission to deal with surface water within the area of the current development. A flood risk assessment and drainage strategy has been submitted and the LLFA has issued a holding objection although this is being addressed as referred to in 4.3 above. The strategy involves draining into the existing attenuation lagoon. Mitigation measures are required to deal with surface water arising from the development in accordance with policy CSU5 of the DMDPD. It is understood that the issues raised can be resolved and members will be updated accordingly.
- 5.36 Comment has been made regarding the hospital service buildings to the front of the site. These provide electricity to the retained hospital to the south and although the developer is working with the Department of Health to relocate these at some point, they remain on his land and he will maintain them and it is intended that the buildings will be tidied up and the area landscaped to better integrate them and provide visual improvement.

- 5.37 In terms of bin storage for plots 5 to 8 serviced by the private drive; the requirements have been discussed with the Council's Environmental Contracts Officer and it is proposed that the storage for the bins will be near to the car park and properties, with a bin collection point at the end of the access road allowing for kerbside collection from Old Hall Road. Revised plans are waited and members will be updated accordingly.
- 5.38 An Appropriate Assessment in accordance with the Conservation and Habitat and Species Regulations has been carried out by the Council and concluded that the development will not adversely affect the integrity of any habitat sites as mitigation measures will be provided in accordance with Policy EN3 of the DMDPD and regarding water quality and hydrology issues these can be mitigated by condition so again there is no likely impacts.
- 5.39 This application is liable for Community Infrastructure Levy (CIL) under the Regulations, which will cover educational and library contributions. The Parish Council will also receive 25% of the CIL sum collected as it has an adopted Neighbourhood Plan in place.
- 5.40 The application will generate housing, including affordable units, and some employment during construction and help to support the local community it therefore makes a positive contribution in the reaction to COVID-19.
- 5.41 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.
- 5.42 As discussed above, the site is viewed as contiguous with the site of the former Old Hall parking area opposite which is subject to application 20201200; and the additional benefits arising from these applications being taken together in terms of affordable housing provision; and formal and informal recreational contributions; as well as re-use of previously developed land; are material considerations that weigh heavily in favour of the proposal.

Conclusion

- 5.43 In conclusion, the application lies outside the settlement limit and is contrary to Policy GC2 of the DM DPD. Overall, however it is considered that there are sufficient reasons in terms of material benefits in this particular case to indicate that the application should be approved, as these outweigh the development plan conflict.

Recommendation: Delegate authority to the Director of Place to **APPROVE** subject to the satisfactory resolution of surface water drainage and completion of a Section 106 Agreement and subject to the following conditions:

S106 Heads of Terms:

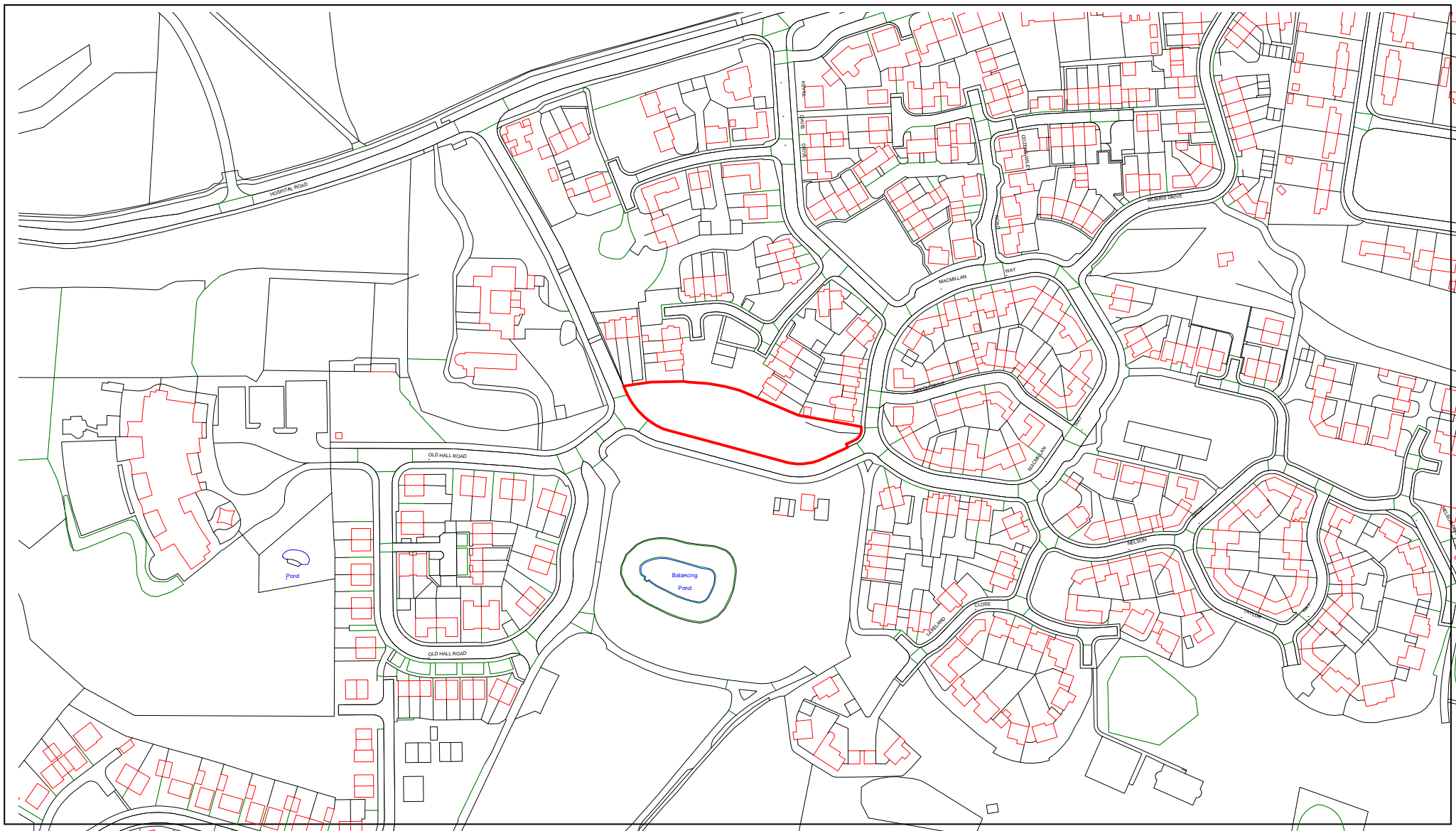
- Provision of policy compliant commuted sums for formal and informal recreation space.
- Provision of 4 affordable housing units (4 Affordable Rent Tenure bungalows – type as per the revised plans).
- Management arrangements for public open space

Conditions:

- (1) TL01 – time limit full permission
- (2) ADO1 - In accordance with submitted drawings as amended
- (3) DO2 – external materials to be agreed
- (4) AM12 – Contaminated land - investigation
- (5) SHC11 Access gates – restrictions
- (6) SHC21 – provision of parking
- (7) SHC23 – construction traffic – parking
- (8) SHC33A/B – highway improvements off-site
- (9) LO7 Implementation of landscaping scheme
- (10) LO9 – Tree protection
- (11) EO1 – Renewable energy
- (12) ECO1 – Ecology mitigation [NS]
- (13) DO9 – Fire hydrant
- (14) Removal of pd rights to prevent loss of garage parking spaces
- (15) Surface water drainage as required by LLFA

Informatives: INFO01 – NPPF Statement of Conformity
INFO05 – CIL Full permission
INFO07 S.106 obligation
INFO29 CNC
SHC INF1 Off-site road improvements
Anglian Water

Contact Officer, Nigel Harriss
Telephone Number 01603 430529
and E-mail nigel.harriss@broadland.gov.uk



Application No: 20201200

Old Hall Site, Little Plumstead Hospital, Little Plumstead, NR13 5EW

**Scale:
1:2500**

**Date:
20-Nov-20**



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Application No: [20201200](#)
Parish: **Great & Little Plumstead**

Applicant's Name: Cripps Developments Ltd
Site Address: Old Hall Site, Little Plumstead Hospital,
Little Plumstead
Proposal: 2 bungalows and 2 houses, garages and extension
of footpath

Reason for reporting to committee

The proposal is linked with planning application 20201173 which appears elsewhere on the agenda.

Recommendation summary:

Delegate authority to the Director of Place to **APPROVE** subject to removal of objection from Lead Local Flood Authority and completion of a Section 106 Agreement and conditions.

1 Proposal and site context

- 1.1 The site is located around 8 km to the east of Norwich, between Great and Little Plumstead. It lies around 2 km from the Broadland Northway (A1270) and 1.5km north of the A47. Bus Service 905 stops outside the Hospital site on Hospital Road.
- 1.2 This is part of the former Little Plumstead Hospital site which has now largely been redeveloped for residential [around 400 dwellings] within a landscaped setting, together with a primary school and a very recent addition of The Walled Garden Community Shop and Café. There are retained NHS Hospital facilities on site accessed from Old Hall Road. The site is within the defined 'settlement limit'.
- 1.3 The application site sits on the north side of Old Hall Road. It had a two-storey flat roofed office building associated with the hospital but this was demolished a few years ago. The site is therefore considered previously developed land, which is now unused scrubland with a large horse chestnut tree [covered by a TPO] on its eastern edge. The site backs onto Kevill Davis Drive which includes a children's play area within a large grassed buffer zone fronted by two storey semi-detached and terraced dwellings and which are separated from the site by a close boarded fence marking the northern boundary of the site.
- 1.4 As part of an earlier planning permission on this site [ref [20130906](#)] it was proposed that this site would contain a landscaped car park serving the Old Hall opposite which was to have been converted into apartments. Unfortunately the Old Hall was destroyed by fire in 2016 and the remains

had to be demolished for health and safety reasons. The site is therefore viewed as contiguous with the site of the former Old Hall opposite which is subject to application 20201173.

- 1.5 Originally 6 dwellings were being proposed but through discussions relating to the layout this has been reduced to 4 to reflect the proposed development opposite and the surrounding area. The application as amended comprises a row of 4 dwellings fronting Old Hall Road. There are two houses in the middle with a bungalow either side; the houses are 4-bed and the bungalows 3-bed. A single garage for each is proposed between, set back from the frontage with two parking spaces in front of each. They are all open market units. A small area of public open space is located to the eastern side centred on a mature oak tree which is to be retained. A new 1.8m footpath is proposed along the site frontage. External materials proposed include red clay brickwork to walls, red plain tiles to roofs; white painted timber windows and composite doors

2 Relevant planning history

- 2.1 [20201173](#): 11 new dwellings comprising 5 single storey and 6 two storey terraced buildings with associated hard surfacing and landscaping. Awaiting decision.
- 2.2 [20180655](#): Variation of approved plans of planning permission 20160808 - (revise house types on plots 49, 73 and 74; re-positioning of dwellings on plots 64-74 inc; garages added to plots 66-74 inc 94, 95 and 96; and garages revised on plots 86, 99, 100, 101, 103, 104 and 105). Approved September 2018.
- 2.3 [20171008](#): Erection of 20 two-storey dwellings, expansion of car parking for school and car parking and access road to walled garden. Approved July 2019.
- 2.4 [20160808](#): Application for approval of reserved matters for access, appearance, landscaping, layout and scale for 88 dwellings following outline planning approval 20130906. Approved October 2016.
- 2.5 [20130906](#): Demolition of existing hospital buildings and re-development of the footprint of these buildings to provide residential dwellings; retention and conversion of The Old Hall for residential use; provision of an enlarged primary school site; landscaping; open space; community uses and means of access from Hospital Road and Water Lane. All matters are reserved except points of access. Outline planning granted January 2016.
- 2.6 Primary School, 75 Dwelling houses and Associated Works (Outline). Approved 31 July 2008.

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 08 : Promoting healthy and safe communities
NPPF 09 : Promoting sustainable transport
NPPF 11 : Making effective use of land
NPPF 12 : Achieving well-designed places
NPPF 14 : Meeting the challenge of climate change, flooding and coastal change
NPPF 15 : Conserving and enhancing the natural environment

3.2 Joint Core Strategy (JCS)

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

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 EN3: Green Infrastructure
Policy EN4: Pollution
Policy RL1: Formal Recreation Space
Policy TS3: Highway safety
Policy TS4: Parking guidelines
Policy CSU5: Surface water drainage

3.4 Site Allocations Development Plan Document 2016

GLP1: Land at the Former Little Plumstead Hospital. Site within 'settlement limit'.

3.5 Great & Little Plumstead Neighbourhood Plan 2015

Policy 1: New Development

Policy 2: Design
Policy 3: Maximise walking & cycling
Policy 4: Traffic Impact
Policy 5: Biodiversity
Policy 6: Management of green infrastructure

3.6 Supplementary Planning Documents (SPD)

Recreational Provision in Residential Development SPD
Parking Standards SPD
Affordable Housing SPD

4 Consultations (summarised where necessary)

4.1 Parish Council:

Comments on originally submitted proposals:

Objects.

- Area was to be wooded/landscaped and provide parking
- Traffic concern and congestion on well used road
- Question the footprint and reduction in landscaping
- Questions on security

Comments on amended proposals:

The introduction of two houses could interfere with the already existing poor visibility for road users.

4.2 Lead Local Flood Authority:

Comments on originally submitted proposals:

Objects.

Having reviewed the submitted information from the applicant we object to this application in the absence of an acceptable drainage strategy or supporting information relating to:

- Clarification of how both sections of the development will drain.
- Current detailed infiltration testing (not from 1933) in accordance with BRE Digest 365 (or equivalent) be carried out to demonstrate the application has followed the SuDS hierarchy.
- Clarification of the impermeable areas used in the calculations for the storage volume.
- Detailed designs, modelling calculations and plans of the of the drainage conveyance network in the:

- 3.33% annual probability critical rainfall event to show no above ground flooding on any part of the site.
- 1% annual probability critical rainfall plus climate change event to show, if any, the depth, volume and storage location of any above ground flooding from the drainage network ensuring that flooding does not occur in any part of a building or any utility plant susceptible to water (eg pumping station or electricity substation) within the development.
- Demonstration that finished ground floor levels of properties are a minimum of 300 mm above expected flood levels of all sources of or 150 mm above ground level, whichever is the more precautionary.
- A maintenance and management plan detailing the activities required and details of who will adopt and maintain the all the surface water drainage features for the lifetime of the development.
- Confirmation that Anglian Water is in agreement with a discharge rate of 21.5 l/s into their surface water sewer. The applicant should determine with AW what level of resilience there is in the existing network as this may constrain the discharge from the site in flood events. As part of any planning application that we are consulted on we would normally expect to see confirmation from Anglian Water regarding any connection or alteration to their services.

Please note that the LLFA guidance has been updated, and that the advice to use FSR rainfall information if the critical storm duration is less than 1 hour has been removed. Only up to date FEH data will now be accepted.

As this site is within the blue line boundary with adjacent sites, we would request comment on how, in the future, any subsequent application for different phases of development considers how sustainable drainage relates to the surface water drainage strategy for the whole site. In particular, highlighting where different phases rely on each another for the disposal of surface water, how this will be implemented during construction and operation of the development.

Comments on amended proposals:

It is to be noted that these four plots are now intended to be drained by soakaways rather than connecting into the existing on site surface water drainage system. This is based on infiltration testing carried out on site. At the time of writing these details of the percolation testing remain to be submitted for the further comments of the LLFA.

4.3 Highway Authority:

Comments on originally submitted proposals:

While we would be willing to accept a safe form of development on this site. It is evident, having visited the site and examined the information submitted, that the applications layout plan is without a safe dedicated footway position fronting the site. This goes against the principles of the NPPF and may be

an omission given the title of the application. The position of the double access for the west most property is also unacceptable as the high close boarded fence of the neighbouring property, just to the northwest, obstructs visibility below the standards recommended in Manual for Streets. The position of the access would also result in reversing taking place at a bend and also directly opposite a highway junction which results in detrimental safety conditions. I therefore recommend that the applicant be asked to provide a revised plan which: (a) provides a 1.8m wide footway across the frontage of the site, which crosses with a pram crossing just north of the bellmouth of Old Hall Road and links across to the existing provision at the east end of the site. (b) relocates the west most access to a position that is clear of the junction and bend and has acceptable levels of visibility.

Comments on amended proposals:

It is noted that the applicant has reduced the number of dwellings proposed, included a frontage footway and removed the most westerly vehicular access. As such, I can confirm that all of the previous concerns I have previously raised have now been addressed: No objection subject to standard highway conditions.

It should be noted that the provision of the frontage footway will likely require the relocation of an existing street light which they applicant will need to fund along with the rest of the off-site highway works.

4.4 BDC Environmental Contracts Officer:

Comments on originally submitted proposals:

Comments to take into account.

Comments on amended proposals:

The refuse storage and collection points as shown on the revised plan are fully acceptable.

4.5 Norfolk County Council Infrastructure Officer: (based on both sites with 21 dwellings total)

Comments on originally submitted proposals:

Infrastructure to be funded through CIL:

- Taking into account the permitted planning applications in the area, there are sufficient places at Early Education level and at Little Plumstead Primary School to 2 accommodate the children generated from this proposed development should it be approved. At High school level there would be insufficient places at Thorpe St Andrew School and Sixth Form to accommodate the children generated from this proposed

development should it be approved. With the high level of housing growth in the surrounding area, Children's Services will take this opportunity to look at existing primary and secondary school provision and determine the best option to accommodate children from these new developments. CIL funding would be required to provide additional places at Thorpe St Andrew School and Sixth Form for 3 places (3 x £15,664 = £46,992).

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

Fire:

This development will require 1 fire hydrant per 50 dwellings at a cost of £843 per hydrant, which should be dealt with through condition.

Comments on amended proposals:

No further comments received.

4.6 BDC Environmental Management Officer (Pollution):

I would like to see a site investigation for this location. Can you ask if an investigation has been completed already for the location (since demolition) and if not can a condition be added to require one.

4.7 BDC Housing Enabling Officer:

Comments on originally submitted proposals:

Amendments required.

Comments on amended proposals:

Thank you for this and the D dwelling type looks to be acceptable to give the proposed mix: ART x 4 units 2 x 1 bedroom 2 person bungalows (Plots 5 and 6 - 50.6m²) 2 x 2 bedroom 4 person bungalows (Plots 7 and 8 - 67.8m²). Both of these bungalow dwelling types are slightly smaller than those delivered on the earlier Phase - but as they are approaching Level 1 Space Standards are still acceptable.

Otherwise, any further comments are as previously and if a 3 bedroom bungalow can be accommodated it would be appreciated. As previously - we would prefer the inclusion of a 3-bedroom bungalow as earlier phases of the site have not delivered this size of bungalow. I note that the applicants do have a 3-bedroom bungalow proposed within the open market units (House type C) and which may lend itself to be delivered as Plot 8 - if site

constraints allow for this larger footprint. This would then give a very good mix of affordable units for rent on this final part of the development.

Revisions to plot 8:

This has been revised to a 3 bedroom 5 person bungalow. We note that at 86m² it is above Level 1 Space Standards and so will be acceptable to Housing Enabling.

4.8 NCC Historic Environment Officer:

Based on currently available information the proposed development will not have any significant impact on the historic environment and we do not wish to make any recommendations for archaeological work.

4.9 Community Police Safety Officer:

Comments on originally submitted proposals:

The layout from a Secured by Design point of view is not ideal as it is not advisable for the rear of dwellings to abut play areas as this increases the potential for crime and complaints arising from increased noise and nuisance. The boundary plans do not show the crucial rear boundary treatment – this must be robust and at least 1.8m in height. The D&A Statement however makes reference to this standard of boundary.

Comments on amended proposals:

No further comments to make

4.10 Norfolk County Council Ecologist:

The report (NWS, 2020) is fit for purpose (please note that section 1.3.1 should refer to figure 3 rather than figure 2). Biodiversity enhancements proposed are fit for purpose and should be conditioned and management plan adhered to.

Suitable wording is suggested below:

Compliance with existing detailed biodiversity method statements, strategies, plans and schemes - Condition All ecological measures and/or works shall be carried out in accordance with the details contained within the NWS (2020) report as already submitted with the planning application and agreed in principle with the local planning authority prior to determination.

4.11 BDC Senior Heritage and Design Officer

Comments on revised proposals:

Removing the front gables significantly reduces bulk. Not overly keen on square pyramid roofs as they are traditionally not usual or common, and would prefer hip to each side of a ridge. However given the deep square plan, the low profile of the roof and the context, consider design acceptable solution.

4.12 Other representations (summarised, for full details see on file or online)

Comments on originally submitted proposals:

Two representations have been received from residents; objecting and one supporting the development of this unused land but with concerns relating to the proposed tree, security of existing houses, lack of lighting on footpath.

The objections are summarised as follows:

- Houses are not of same aesthetic as new houses and would not fit in
- Traffic congestion and safety, blind corner
- Not suitable for housing development with gardens backing onto a play area will be noise/disturbance and anti-social behaviour
- Concerns relating to the proposed tree/maintenance on the boundary
- Security of housing to rear because of footpath
- Lack of lighting on footpath

Comments on amended proposals:

Additional concerns:

- Two houses now proposed will overlook to rear
- Concerns relating to pedestrians walking over open space, along the road to the crossing and pedestrian safety

5 Assessment

Key Considerations

- 5.1
- The principle of the development
 - The planning history
 - Affordable housing provision
 - The impact on the character and appearance of the area
 - The impact on amenity
 - The impact on trees and ecology
 - The impact on highway safety

Principle

- 5.2 The main issues to be taken into account in the determination of this application are an assessment of the proposal against the policies of the development plan, the NPPF and Planning Practice Guidance and any material considerations. The key considerations in this case are the principle of the development and the history of the development, the impact of the development on the character and appearance of the area, residential amenity, highway safety and the provision of affordable units.
- 5.3 Little Plumstead is within the Norwich Policy Area and is identified as a Service Village in the Joint Core Strategy. This means that allocations will be made and small housing developments are acceptable in order to deliver the small sites allowance subject to form and character considerations.
- 5.4 The site is inside the Settlement Limit that has been defined for this part of Little Plumstead, it is not allocated for any purpose and is currently vacant. Policy GC2 of the DM DPD seeks to locate new development within defined Settlement Limits. Therefore the principle of the proposal is acceptable and the impacts of the proposal must be considered as set out in paragraphs 5.13 to 5.35 below.

Planning History

- 5.5 Initial plans for the redevelopment of the western part of the hospital site date back to 2006 with the Parish and the school being involved in discussions and taking into account the continuing NHS presence. The result of this were applications 20080199 and 20130906, which granted outline approval for: 1 residential development, new school and access road; 2 residential development, an enlarged primary school site, open space, landscaping and a new access to Water Lane.
- 5.6 It also granted permission for the conversion of the Old Hall into around 17 open market apartments with parking being provided on the land on the north side of Old Hall Road, the subject of this application. However, in August 2016 the Old Hall suffered an arson attack and subsequently had to be demolished. The overall development is/largely complete and under the S106 Agreement related to 20130906 the Old Hall should have been converted in accordance with the planning permission prior to occupation of 90% of the dwellings associated with the development. Unfortunately, the Old Hall was lost as already described and as it is no longer there to be converted an application has been submitted for 11 new dwellings [see 20201173] and the parking associated with this proposed development can be accommodated on the site opposite; therefore this smaller site on the north side of Old Hall Road is no longer required for parking. The current application is therefore a full application for 4 new dwellings to replace the former approved landscaped parking area.
- 5.7 It is a significant material consideration that the site had the benefit of permission for residential development and that the principle of residential parking on the wider application site has already been established. If the

Old Hall building was still standing then it would most likely have been converted into residential apartments with parking on this site. It is suggested that this is a material consideration that weighs heavily in favour of the current application.

Affordable housing

- 5.8 On its own the size and scale of this application would not trigger provision of affordable housing. The site is part of the wider scheme of redevelopment of the western part of the former hospital site and the affordable housing requirements associated with this part of the site has already been fulfilled as required by the planning permissions granted.
- 5.9 This application has been submitted by the same developer concurrently with the application for 11 dwellings to the north of Old Hall Road, which is also to be considered by this Committee. This site to the north of the road for 4 dwellings is within the settlement limit and if this was submitted as an application in isolation there would be no affordable requirement. The site on the south side is outside of the settlement limit but is seen to replace the footprint of the former Old Hall which was to have been converted into open market apartments and there was not a requirement for the conversion to provide for any affordable housing.
- 5.10 These two applications together will complete the redevelopment of this part of the former hospital site and it is therefore reasonable to consider them cumulatively in terms of the requirement to provide affordable units as set out in Policy 4 of the JCS. If the 15 dwellings are taken together which is considered to be a reasonable approach – Policy 4 would require 33% to be affordable which, rounded up, would be 5 affordable units. However, the latest position which current applications are being determined against is in accordance with the SHMA and the affordable requirement would be lowered to 28% which is 4 units. If we were only considering an application for replacement of the Old Hall then the 11 dwellings would generate only 3 units at 28% or 4 at 33%. The two applications in their revised form are proposing a total of 4 AH units and this is considered to be acceptable in this case as discussed below.
- 5.11 Policy 4 of the JCS states:

“A proportion of affordable housing, including an appropriate tenure mix, will be sought on all developments of 5 or more dwellings. The proportion of affordable housing, and mix of tenure sought will be based on the most up to date needs assessment for the plan area”.

At the adoption of the JCS the affordable housing need was 33% for sites of the scale proposed. Since the JCS was published, the Central Norfolk Strategic Housing Market Assessment (SHMA) June 2017 has provided more recent evidence of need for affordable housing. The affordable housing need for Greater Norwich, as assessed by the SHMA, is 28%.

The applications therefore propose 28% affordable housing to reflect the identified needs in the SHMA.

On the basis that Policy 4 of the JCS requires affordable housing to be provided in accordance with the most up to date needs assessment for the area it is considered that the delivery of 28% affordable housing complies with this policy.

Whilst the SHMA is untested, it is significant new evidence which officers consider should be given weight in the planning balance. Officers are satisfied that the most up to date needs identified in the SHMA are a material consideration and that the delivery of 28% affordable housing, which would comply with Policy 4 of the JCS, is acceptable.

The proposed affordable housing property types and sizes have been amended in accordance with the comments of the Housing Enabler through the course of the application and these amendments have resulted in an affordable housing mix which the Housing Enabler is now able to support commenting that this would then give a very good mix of affordable units for rent on this final part of the development.

- 5.12 The affordable housing will be secured through a single overarching S106 Legal Agreement relating to both applications.

The impact on the character and appearance of the area

- 5.13 Paragraphs 127 and 130 of the NPPF seek to ensure that development is sympathetic to local character, that developments establish or maintain a strong sense of place and state that permission should be refused for poorly designed development that fails to take the opportunities available to improve the character and quality of an area. Policy 2 of the JCS states that all development will be designed to the highest possible standards and that development proposals will respect local distinctiveness. Policy GC4 of the DM DPD requires proposals to, amongst other things, pay adequate regard to the environment, character and appearance of the area. Policies 1 and 2 of the Neighbourhood Plan state that all development proposals should have a high standard of design and fit in with the character of the village.
- 5.14 The site is in the Settlement Limit and is adjacent to existing housing and following the redevelopment of the rest of the hospital site, to the south it will be completely contained by residential development.
- 5.15 The application was originally for 6 bungalows but following discussion with the Officers it was reduced to 4 in order to overcome concerns in relation to layout, scale, appearance and access. Following advice from the Senior Heritage and Design Officer and NCC Highways, the layout and form of the properties was amended to provide two bungalows at each end and two houses on the central plots to reflect the scale and massing of the

development opposite and to remove points of access close to existing junctions. It also better reflects the surrounding housing and the density in this location. The houses are sited centrally because there are no properties directly behind and the bungalows are sited closest to the existing properties to prevent overlooking. It is considered that the amended proposal is sympathetic to its surroundings and does not have significant additional impact on the character of the area. Red brick and tile are suggested and, if approved, the precise details of the materials can be conditioned.

- 5.16 Concerns have been raised at the loss of the planted area which was shown for this site on the masterplan of the outline approval. The main purpose of this piece of land previously was to provide parking for the Old Hall conversion and the landscaped area surrounding it was actually incidental, as a screen to soften and breakup what would have otherwise been a uniform flat hard surfaced area. As the parking is no longer required it is reasonable to consider an alternative use for this vacant land within the Settlement Limit and loss of the landscaping would not be a justifiable reason for refusal.
- 5.17 The large mature tree will be retained and individual plot landscaping provided as part of the development. The Neighbourhood Plan also requires the developer to demonstrate effective management of any public areas and this has been raised by the adjacent neighbour to the rear who is concerned about the maintenance of a lime tree close to their boundary. This was been dealt with in the S106 attached to the 20130906 permission with a management company maintaining public open spaces including woodland not forming part of property curtilages and the same is likely be secured as part of this development. Therefore the proposal is in line with the NP Policies 5 and 6.
- 5.18 It is considered that the proposal will not have an adverse visual impact on the site and it is sympathetic to the general character and appearance of the immediate area. The proposal therefore complies with the NPPF, Policy 2 of the JCS, Policy GC4 of the DM DPD and Policies 1 and 2 of the Neighbourhood Plan.

The impact on amenity

- 5.19 Policy GC4 of the DM DPD states that proposals should, amongst other things, consider the impact on the amenity of existing properties.
- 5.20 The 2 two storey houses along the frontage would face the dwellings opposite, subject of the concurrent application, if approved, however there would be a good degree of separation given the road in between which is usual in a village setting.
- 5.21 An objection has been raised by a local resident to the west relating to overlooking in the amended plan. There are properties to the rear (north) of

site, 34 and 35 Kevill Davis Drive. They face each other across an open space and play area and the two closest are gable end on to this application. There are no first floor habitable room windows facing towards the site and therefore no direct loss of privacy to windows. Other shared boundaries are 29, 30 Kevill Davis Drive to the west and 43 Kevill Davis Drive to the east and these are where the bungalows are sited closest to the existing properties to prevent overlooking and the houses are set at an oblique angle.

- 5.22 A concern has been raised by a resident and the Community Safety Officer about the security of the properties and possible anti-social behaviour. The existing timber close boarded fenced boundary will contain their rear gardens with new timber fences to the side boundaries in order that the properties are secure and it is not considered that this development of four dwellings will result in any additional anti-social behaviour and will make efficient and effective re-use of a current vacant and overgrown piece of land
- 5.23 Overall, it is considered that the development will not have a detrimental impact on the amenity of either existing residents or future residents. The application is therefore considered to comply with Policy GC4 of the DM DPD.

The impact on trees and ecology

- 5.24 There are no trees to be removed on this site and the mature horse chestnut will be retained within the enhanced open space. This can be ensured by a condition regarding tree protection as part of the submitted Arboricultural report.
- 5.25 The Norfolk County Council Ecology Officer raised concerns about the loss of an area which was previously approved with landscaping. However, a significant part of the site was actually to be parking for the converted flats opposite and given the site's location within the settlement limit this is not a justifiable reason for refusal.
- 5.26 The Norfolk County Council Ecology Officer also raised the issue of potential bat roosts and a report has been submitted for this site and the wider area with the amended plans. The enhancements set out in the report can be required by Condition for this site which amount to bird and bat boxes and hedgehog gaps.
- 5.27 It is therefore considered that the proposal complies with Policy 1 of the JCS and Policy EN1 of the DM DPD which require biodiversity and habitats to be protected and enhanced. Also Policy 1C of the Neighbourhood Plan which states development will not be permitted unless it can be shown that the natural environment would not be harmed and Policy 5 relating to biodiversity.

The impact on highway safety

- 5.28 The Highway Authority has not raised an objection in principle to the proposal in this location although had raised a safety concern for existing and future residents because of the lack of a footpath along the south boundary in front of the properties. This has been added to the amended plans to be provided by the developer. Access to the site is proposed to be from the existing road with two paired private drives serving the 4 properties and the footway now included within the site frontage connects to an existing footway to the east and provides a pram crossing to the west which provide connectivity.
- 5.29 Concern has been raised in representations relating to additional traffic along Old Hall Road. Old Hall Road is within a 20 mph restricted zone benefitting from street lighting and the Highway Authority is satisfied that there are no highway safety concerns and pedestrian safety has been provided for with a new path.
- 5.30 In terms of on-site parking provision the Parking Standards SPD indicate 2 parking spaces for a 2 or 3 bed unit and a minimum of 3 spaces and maximum of 4 spaces for a 4 bed unit. In the Neighbourhood Plan Policy 2 indicates that where feasible and practical car parking for each new dwelling should be provided with a minimum of 3 parking spaces for a 3 bed unit and 4 parking spaces for a 4 bed unit or more.

The development provides 3 parking spaces per dwelling for both 3 and 4 bed units. Whilst this means that the 4 bed units do not meet with the Neighbourhood Plan standard and therefore conflict with Policy 2, this level of parking provision is considered appropriate for the use and location and the Highway Authority have not raised this as a highway safety concern.

- 5.31 It is therefore considered that the proposal has no detrimental impact on highway safety and the application complies with Policies TS3 and TS4 of the DM DPD and Policy 4 of the NP.

Other Issues

- 5.32 In terms of formal open space provision, the development in isolation and/or combined with the additional development proposal for an additional 11 dwellings is not of a scale that justifies additional onsite provision in its own right but does require a financial contribution in accordance with the development plan policies. There are at least 5 formal play areas on the former hospital site including play equipped and hard court areas, these were privately managed but were subsequently transferred to the council along with a dowry. The current applicant is also providing a locally equipped area for play to the south of the site as part of the current development nearing completion. There is also a significant amount of informal open space including open grassed spaces and woodland margins that although privately managed has full public access in perpetuity.

- 5.33 It is considered more appropriate for the development to make policy compliant financial contributions to the management/maintenance/improvement of existing formal and informal recreational infrastructure in compliance with Policies EN3 and RL1 of the DMDPD
- 5.34 The site is within Flood Zone 1 where there is a low probability of flooding and where new development is directed to. An existing attenuation lagoon is in place to the south of the site provided as part of the 20130906 permission to deal with surface water within the area of the current development. A flood risk assessment and drainage strategy has been submitted and the LLFA has issued a holding objection although this is being addressed as referred to in 4.2 above. Mitigation measures are required to deal with surface water arising from the development in accordance with policy CSU5 of the DMDPD. It is understood that the issues raised can be resolved and member will be updated accordingly.
- 5.35 An Appropriate Assessment in accordance with the Conservation and Habitat and Species Regulations has been carried out by the Council and concluded that the development will not adversely affect the integrity of any habitat sites as mitigation measures will be provided in accordance with Policy EN3 of the DMDPD and regarding water quality and hydrology issues these can be mitigated by condition so again there is no likely impacts.
- 5.36 This application is liable for Community Infrastructure Levy (CIL) under the Regulations, which will cover educational and library contributions. The Parish Council will also receive 25% of the CIL sum collected as it has an adopted Neighbourhood Plan in place.
- 5.37 Paragraph 68 of the NPPF states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area. The Council has taken a proactive approach to this through the allocation of a range small and medium sized sites and through defining 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 consideration in the determination of the application, although it can only be afforded limited weight, given the previous supply of housing on small sites within the district.
- 5.38 The application can be considered to be previously developed land (brownfield land). In line with the NPPF, the benefits of the efficient use of land have been considered and in this case, this does weigh in favour of the proposal.

- 5.39 The application will generate housing, including affordable units, and some employment during construction and help to support the local community it therefore makes a positive contribution in the reaction to COVID-19.
- 5.40 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.
- 5.41 As discussed above, the site is viewed as contiguous with the site of the former Old Hall opposite which is subject to application 20201173 and the additional benefits arising from these being taken together in terms of affordable housing provision and formal and informal recreational contributions are material considerations that weigh in favour of the proposal.

Conclusion

- 5.42 Having regard to all matters raised the proposal is considered to be an acceptable form of development and is also considered to be in accordance with the National Planning Policy Framework.

Recommendation: Delegate authority to the Director of Place to **APPROVE** subject to the satisfactory resolution of surface water drainage and completion of a Section 106 Agreement and subject to the following conditions:

S106 Heads of Terms:

- Provision of policy compliant commuted sums for formal and informal recreation space.
- Provision of 4 affordable housing units (4 Affordable Rent Tenure bungalows – type as per the revised plans).
- Management arrangements for public open space

Conditions:

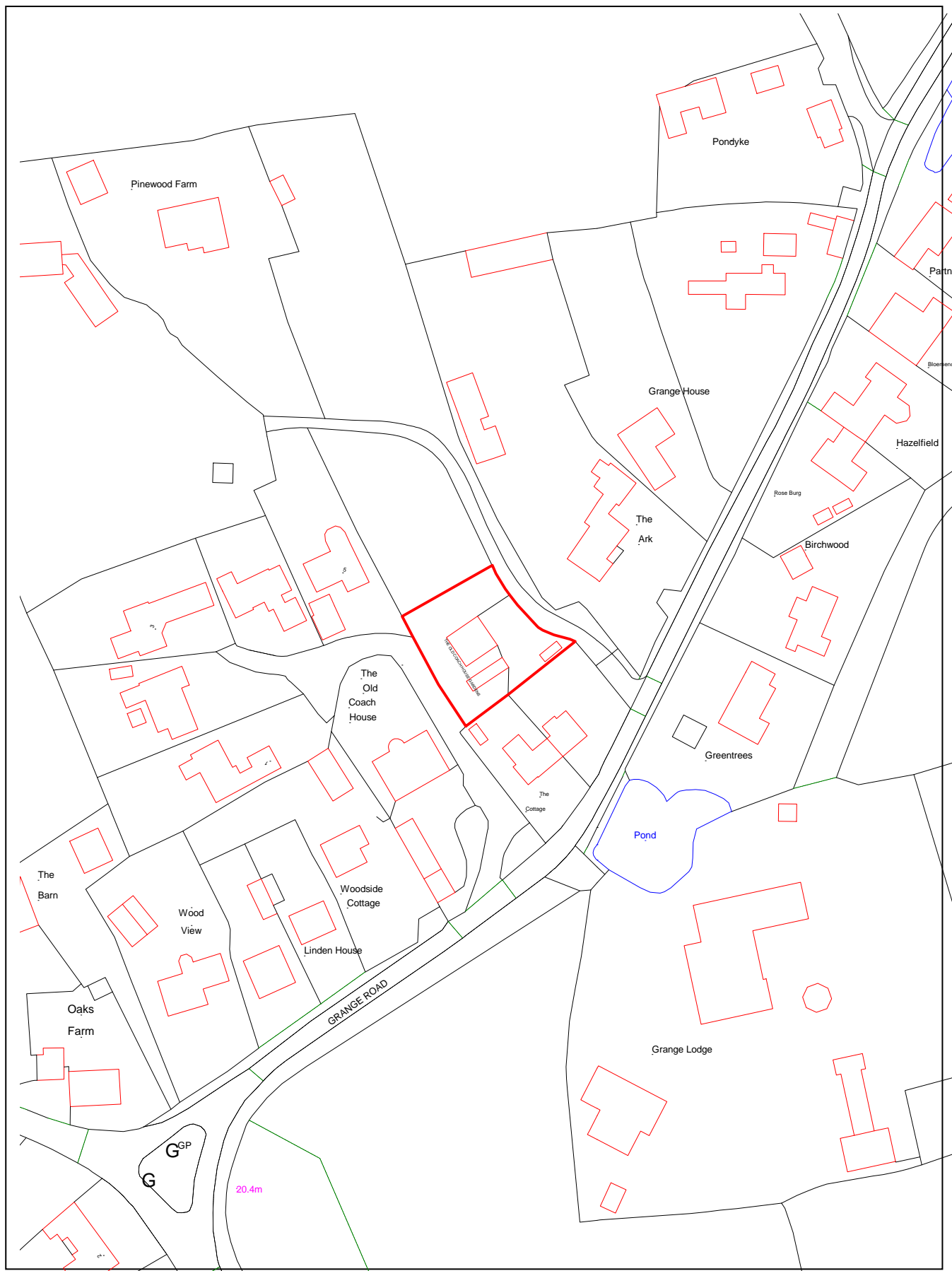
- (1) TL01 – time limit full permission
- (2) ADO1 - In accordance with submitted drawings as amended
- (3) DO2 – external materials to be agreed
- (4) AM12 – Contaminated land - investigation
- (5) SHC05 New access
- (6) SHC10 Access – gradient
- (7) SHC11 Access gates – restrictions
- (8) SHC17 – visibility splay
- (9) SHC21 – provision of parking
- (10) SHC23 – construction traffic – parking
- (11) SHC33A/B – highway improvements off-site
- (12) LO7 Implementation of landscaping scheme
- (13) LO9 – Tree protection
- (14) EO1 – Renewable energy
- (15) ECO1 – Ecology mitigation [NS]
- (16) DO9 – Fire hydrant
- (17) Surface water drainage as required by LLFA

Informatives:

INFO01 – NPPF Statement of Conformity
INFO05 – CIL Full permission
INFO07 S.106 obligation
INFO29 CNC
SHC INF1 Off-site road improvements

Contact Officer, Telephone Number and E-mail

Nigel Harriss
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Application No: 20201086

Land to Rear of The Cottage, Grange Road, Hainford, NR10 3BJ

**Scale:
1:1250**

**Date:
20-Nov-20**



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Application No: [20201086](#)
Parish: **Hainford**

Applicant's Name: Mr David Thorpe
Site Address: Land to Rear of The Cottage, Grange Road,
Hainford, NR10 3BJ
Proposal: Erection of single four-bedroom one & half-storey
residential dwelling following Outline Approval
[20180060](#) (Reserved Matters)

Reason for reporting to committee

The application is reported to committee as the local Member has requested that the application be determined by the Planning Committee for appropriate planning reasons as set out below in paragraph 4.6 of this report.

Recommendation summary:

Reserved Matters **APPROVAL**, subject to conditions:

1 Proposal and site context

- 1.1 The application seeks Reserved Matters approval for the erection of a detached dwelling at a site off Grange Road within the settlement limits defined for Hainford. The application follows the grant of Outline Planning permission 20180060.
- 1.2 The Outline application approved the sub-division of the residential curtilage associated with 'The Cottage' and the principle of a dwelling on the site with all matters reserved. This Reserved Matters application therefore deals with the details of the proposal; this being the layout, scale and appearance of the dwelling, including the proposed materials, the access and parking and the landscaping as required by Condition 2 of the Outline approval.
- 1.3 The application site is predominantly of a rectangular shape and measures approximately 32m along the southern boundary and 23.5m along the northern boundary and measures approximately 27m in depth. There is a slight slope down towards the south of the site.
- 1.4 The site is part of the residential curtilage associated with The Cottage, one of the semi-detached dwellings to the south. At present there is a detached single storey storage building and a caravan on the site.
- 1.5 The application site is located to the north of two semi-detached cottages on Grange Road, these being 'The Cottage' and 'Pond View Cottage'. To the east of the site is a single width, private, shared drive, which as well as serving the application site, also serves two other dwellings at Pinewood

House and Pinewood Farm. There are a number of mature trees beyond the access drive to the east which form the boundary to a two storey property known as The Ark. To the north is a parcel of amenity land, mainly laid to lawn, which is within the same ownership as the application site. To the north west is no. 5 The Old Coach House Gardens which is a two storey detached house. To the west of the site is an access drive which serves a cul-de-sac of five dwellings in The Old Coach House Gardens. Beyond the track to the west is The Old Coach House, which is a two storey house.

- 1.6 The site is currently open to the north and to the south at the rear of the Cottage. There is a close boarded fence of approximately 2m in height to the south between the site and Pond View Cottage. There is Leylandii hedging of approximately 5m in height on the sites west boundary with a row of Scots Pine trees beyond. 1.8m high close boarded fencing forms the boundary to the east.
- 1.7 The proposal is for a detached one and a half storey dwelling with rooms in the roof. The dwelling is proposed to have a dual pitch roof measuring 7.4m to the ridge, at its highest point, and then dropping down to 6.9m over the open frame cart lodge, attached to the side of the dwelling. The front (south) elevation is proposed to have a large glazed area around the front door and 5 rooflights within the roofslope. Four catslide dormer windows are proposed on the rear roofslope as well as two rooflights proposed over the semi-vaulted ceiling serving the ground floor snug area.
- 1.8 The ground floor comprises a hallway, lounge, office, snug, dining room, kitchen, utility room and WC. On the first floor there are four bedrooms, two with en-suites, as well as a bathroom.
- 1.9 The site is proposed to be accessed to the south east corner off a single width, private, shared drive. A permeable surface driveway is proposed to the south of the dwelling to provide parking and manoeuvring, whilst the cart shed will also provide two parking spaces.

2 Relevant planning history

- 2.1 [010493](#): Two building plots (Outline). Outline Refusal 25 July 2001.
- 2.2 [20160908](#): Sub-division of plot and erection of 1 no. dwelling (Outline). Outline Refusal 4 July 2016.
- 2.3 [20162026](#) - Sub-division of plot and erection of 1 no. dwelling (Outline) (revised scheme). Outline Refusal 11 January 2017.
- 2.4 [20180060](#): Sub-division of plot and erection of 1 no. dwelling (Outline) (revised scheme). Outline approval 29 March 2018.

3 Planning Policies

3.1 National Planning Policy Framework (NPPF) (2019)

NPPF 02 : Achieving sustainable development

NPPF 04 : Decision-making

NPPF 09 : Promoting sustainable transport

NPPF 11 : Making effective use of land

NPPF 12 : Achieving well-designed places

NPPF 14 : Meeting the challenge of climate change, flooding and coastal change

NPPF 15 : Conserving and enhancing the natural environment

3.2 Joint Core Strategy (JCS) (2014)

Policy 1 : Addressing climate change and protecting environmental assets

Policy 2 : Promoting good design

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

Policy GC1 : Presumption in favour of sustainable development

Policy GC4 : Design

Policy EN1 : Biodiversity and habitats

Policy TS3 : Highway safety

Policy TS4 : Parking guidelines

Policy CSU5 : Surface water drainage

3.4 Planning Practice Guidance (PPG)

4 Consultations

4.1 Hainford Parish Council:

The Parish Council objects to this application. Whilst the sub-division of the plot to accommodate an additional dwelling was already established in 2018, it is the view that this very large property is an overdevelopment of the plot and totally out of keeping with other properties in that area of Hainford. The Council is also mindful of the very poor drainage in that area and the frequency of surface water flooding after heavy rainfall. Finally there is also concern about substantial additional traffic which is likely on the unadopted "loke" with poor exit visibility on to Grange Road.

Further comments following submission of revised plans:

The minor adjustments to the design and orientation do not change the observations already made by the Parish Council. This large dwelling would completely dominate surrounding properties.

Further comments following submission of revised plans:

The Parish Council states that the amended plans have no material effect on the Council's original observations which still stand.

4.2 Conservation Officer (Arboriculture & Landscape):

The main arboricultural constraints appears to be the small area of woodland located in the northern corner of the plot, this is described as a stand of Scots Pine, Beech, Oak and Horse Chestnut within the central text on drawing no. TD0 10620 – PP – 1 Rev O.

The text also highlights that the trees will be retained and a barrier will be erected to ensure the trees Root Protection Areas (RPAs) remain undisturbed.

My only comment on this would be that the RPAs haven't been defined or verified and I would request that a basic Tree Protection Plan (TPP) is provided which shows the annotated RPA's on a scale drawing and a description or diagram of the type of protection barrier that will be used to create the Construction Exclusion Zone (CEZ) .

Within the Design and Access Statement a reference is made to the provision of a Landscaping Scheme, some detail has been provided relating to an overview of the proposed species, some additional information to cover the number, size and planting positions and proposed maintenance schedule to ensure the plants establish successfully should also be requested.

Further comments following submission of Tree Protection Plan (TPP) Arboricultural Method Statement (AMS) and Landscaping Plan.

I have no additional comments or objections to the proposals, as long as the recommendations within the TPP and AMS are implemented in full.

4.3 Environmental Management Officer:

No objection.

4.4 Norfolk County Council as Highway Authority:

Your Authority will be well aware of the Highway Authority view of further development proposals to be served via the sub-standard track that allows access to this site.

However, application 20180060 was approved contrary to the highway advice offered and on that basis I can have no objection to this related application.

Should your Authority be minded to approve the application I would be grateful for the inclusion of the following condition on any consent notice issued;- (**Officer Note:** Condition relating to the proposed access / on-site car parking area is to be added to the decision notice, should the application be approved, as suggested by the Highway Authority.)

4.5 Norfolk County Council (Planning Services –Minerals and Waste Policy):

While the application site is underlain by a Mineral Safeguarding Area (Sand and Gravel), it is considered that as a result of the site area and location it would be exempt from the requirements of Policy CS16- safeguarding of the adopted Norfolk Minerals and Waste Core Strategy.

Other representations:

4.6 Councillor Julie Neesam:

Please could I call in the above application if you are minded to approve it.

My reasons are as follows:

- (1) This is over development of the plot.
- (2) It is out of keeping with other properties in that area of the village.
- (3) History of poor drainage in this part of the village.
- (4) Height of the planned property is a concern due to overlooking neighbouring properties.
- (5) This is subdivision of the plot that appears contrary to policy.

Further comments following submission of revised plans:

Further to my previous email, it remains my wish that this application be called into the Planning Committee unless it is to be refused under delegated authority.

This is for the same reasons as set out, in particular that the proposed size of the property remains disproportionate to others in the vicinity. Thus representing over development of the site.

I am very keen to ensure that issues regarding vehicle visibility are accurately reflected within reports. I have received representations that visibility could be as much as 18m short of the minimum requirement.

4.7 Neighbour Representations:

During the course of the application 3 letters of representation were received, all objecting to the application. These were from the residents at Pond View Cottage, The Old Coach House and 5 The Old Coach House Gardens. Below are a summary of the comments received:

- Inappropriate and out of character with the rural nature of the area.
- Development is too large in size and results in overdevelopment.
- Development would have a significant adverse impact on trees on third party land.
- Concerns about increase in flooding. Hainford is known to have a high water table – large roof area proposed.
- Proposed rooflights will create undesirable light pollution in a rural area negatively affecting existing properties.
- Concerns over plot size – is this accurate and consistent with outline application?
- What will happen to the existing garage repair business currently on the site, of which concerns have previously been raised?
- Concerns regarding access to Grange Road from the unadopted lane. Mainly due to non-compliance with the requirements for adequate regulatory visibility splays. We have been formally advised by Highways that there is absolutely no likelihood of the visibility being significantly improved.
- Substantial additional traffic on the unadopted lane.
- A separate recent application for a dwelling (20190723) accessing from the same unadopted lane has been refused with a significant material consideration being the visibility at the exit onto Grange Road.
- The plans show the land to the north with a new vehicular entrance. This is adjacent to land the subject of recent refusal. Any approval accommodating this aspect would appear to be inconsistent.
- No objection to the overall scale and design of the house but concerned at the proximity to the boundary of my property (1.5m to boundary with Pond View Cottage). Dwelling will have detrimental impact on outlook and enjoyment to our cottage.
- Incorporating land to north would allow much greater flexibility in siting this dwelling.
- I fully understand that my hobby of astronomy is not a material planning consideration I am extremely concerned that the close proximity of the dwelling will obscure my view of the celestial north pole which is essential for me to correctly align my telescope.

Additional concerns following submission of revised plans:

- The house will be around 19m wide and of greater volume than the original proposal. As an indication of its relative size, it has a footprint significantly larger than the combined area of the two adjacent existing cottages to the South.
- If an appropriate size is presented then the new orientation is seen as a preferred option.
- Inaccuracies in amended Planning Design and Access Statement including incorrect plot ratios stated for adjacent properties.

5 Assessment

Key Considerations

- 5.1
- The principle of development
 - The design and impact of the development on the character and appearance of the area
 - The impact of the development on residential amenity
 - The impact of the development on nearby trees
 - The impact of the development on highway safety

The principle of the development

- 5.2 Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004) requires that applications be determined in accordance with the Development Plan, unless material considerations indicate otherwise. This point is reinforced by the NPPF, which itself is a material consideration.
- 5.3 In accordance with both the Council's adopted development plan and the NPPF, in cases where there are no overriding material considerations to the contrary, development proposals that accord with the development plan should be approved without delay.
- 5.4 As set out in paragraph 1.1 of this report the application seeks Reserved Matters approval for the erection of a detached dwelling within the settlement limits of Hainford following the grant of Outline Planning permission 20180060. It is considered that the principle of a dwelling on this site has therefore already been established.
- 5.5 The main issues to be taken into consideration in the determination of this application are the design of the dwelling and impacts of the development on the character and appearance of the area, nearby trees, residential amenity and highway safety.

The design and impact of the development on the character and appearance of the area

- 5.6 As previously stated, this Reserved Matters application considers the layout, scale and appearance of the dwelling, including the proposed materials, the access and parking and the landscaping.
- 5.7 The plans originally submitted with the application proposed a dwelling with a north / south axis that would sit approximately 1.5m from the southern boundary and 3.25m from the northern boundary. Concerns were raised by the Parish Council, a Local Councillor, neighbouring residents and the Local Planning Authority that the dwelling was too large for the plot and resulted in overdevelopment of the site. The dwelling, which would have a rear garden with a depth of approximately 5.5m, was considered to dominate the site, resulting in a cramped form of development.

- 5.8 During the course of the application the plans have been revised, by request, in a bid to overcome these concerns. The size and scale of the dwelling has been reduced in width, depth and height from the original design. Although still large in size, the dwelling is not considered to result in overdevelopment of the site and doesn't now appear squeezed into the plot as was previously the case. The dwelling has also been rotated on the plot so that it now runs from east to west. This provides a better treatment of space around the dwelling and increases the degree of separation to the northern and southern boundaries.
- 5.9 With regards to the design itself, existing dwelling types in the area vary in size and appearance but include semi-detached and detached houses, cottages and chalet bungalows. The variation in dwelling types in the area means that there is not a particular standard or type that the one proposed by this application has to conform to. The proposal is for a detached one and a half storey four bedroom dwelling. The Supplementary Planning Statement, submitted with the application, states that the design is purposefully created to be unique, whilst still retaining a traditional and rural style.
- 5.10 The site offers sufficient room to accommodate the proposal without resulting in a cramped form of development and it is considered that sufficient garden/amenity space has been provided to the rear of the dwelling. Overall the design and materials proposed are considered to be acceptable and will not cause any significant harm to the general character and appearance of the area. The application is therefore considered to accord with Policy 2 of the JCS and Policy GC4 of the DM DPD.

The impact of the development on residential amenity

- 5.11 As mentioned above in paragraph 5.7, the dwelling was originally proposed to be just 1.5m away from the rear boundary of the properties to the south. Concerns were originally raised that the dwelling would appear overbearing and dominant for the neighbouring properties to the south, in particular the dwelling at Pond View Cottage. Given the proximity and height of the dwelling, the proposed south end gable, added to by the dormer window to the front and higher ridge behind, would have a massing which would have been overbearing and dominant for the neighbouring residents.
- 5.12 The revised plans have resulted in the dwelling now being a minimum of 8m from the southern boundary and approximately 18.3m from the dwelling at Pond View Cottage itself. It is acknowledged that the dwelling will be relatively large in terms of its size; however given this increased degree of separation, the proposed dwelling is not considered to appear dominant or overbearing to an extent that would warrant the application being refused.
- 5.13 Only rooflights are proposed on the southern elevation and these are all to be positioned at 1.7m above the finished first floor level, in order to prevent

any overlooking issues to the south. A condition is proposed to ensure that the windows are installed at this height. The other windows serving rooms at first floor level are not considered to result in any significant overlooking issues, especially given the screening in place, afforded by the trees, to the west of the site.

- 5.14 Neighbouring residents have raised concern that the proposed development will result in light pollution however it is not considered that a single dwelling in this location would create light pollution that would be at odds with the surrounding area or cause harm to the amenity of neighbouring residents.
- 5.15 Overall, it is considered that the application will not have any significant detrimental impact upon residential amenity, in accordance with Policy GC4 of the DM DPD.

The impact of the development on nearby trees

- 5.16 There are a number of Scots Pine trees located immediately adjacent to the sites western boundary, along with Leylandii hedging along the boundary, and two large Oak trees located beyond the sites eastern boundary. All of these trees are situated within third party land and concerns have been raised by neighbouring residents that the proposed development will cause harm to these trees, in particular, the Scots Pine trees to the west.
- 5.17 The latest revised plans show that the dwelling has been moved by 500mm to the east, so that it is now between 3 and 4 metres from the sites western boundary. The Council's Conservation Officer (Arboriculture & Landscape) requested that a Tree Protection Plan (TPP), Arboricultural Method Statement (AMS) and Landscaping Plan were all submitted to ensure that there would be no harm to the nearby trees and all three documents have been submitted during the course of the application.
- 5.18 The TPP and AMS set out that protective fencing is to be installed and that the vast majority of the development will be outside of the root protection zones. The Council's Conservation Officer has stated that he has no objections to the proposals, as long as the recommendations within the TPP and AMS are implemented in full. Should the application be approved, a condition is proposed to be added to the decision notice requiring the works to be carried out in accordance with the TPP and AMS. The application is therefore not considered to cause any significant harm to the nearby trees and the application is considered to accord with Policy 2 of the JCS and Policy GC4 of the DM DPD in this regard.

The impact of the development on highway safety

- 5.19 Access is a matter for consideration under the Reserved Matters application. The site is proposed to be accessed from the sites south east corner off the single width, private, shared drive which leads to Grange

Road. Norfolk County Council, in their role as Highway Authority, objected to the Outline application as they stated that the track serving the site was considered to be inadequate to serve this development proposed by reason of the severely restricted visibility at the adjacent road junction with Grange Road and the lack of vehicular passing / turning facilities.

- 5.20 A 43m visibility splay from a 2.4m set back is recommended by Government guidance for safe access. The Manual for Streets (MfS) (Department for Transport & Communities and Local Government) (2007) guidance states that a relaxation of the set back is able to be 'considered in some lightly trafficked and slow-speed situations' which the Highway Authority accepted at the Outline application stage. Allowing for the relaxation of the set-back means that 36m visibility splays are required in both directions. At the Outline application stage, the Highway Authority confirmed that visibility to the north of the track, now meets these requirements. To the south, the Highway Authority stated that some encroachment has occurred on the highway verge by Pond View Cottage which when taken into account would allow a visibility splay of 2m x 30m in this direction. At the Outline application stage the junction was therefore considered only 6m short of the required visibility in one direction and considered acceptable by the Highway Authority in the other.
- 5.21 Whilst acknowledging that the visibility onto Grange Road fell below the expected standard to the south the Local Planning Authority did not consider that the proposal, which would engender a likely 6 vehicular trips per day, would warrant refusal on these grounds alone given the marginal increase in vehicular movements at this junction as a result of this application. The Outline application was then approved at planning committee.
- 5.22 In commenting on the current application, the Highway Authority has acknowledged that the Outline application 20180060 was approved contrary to the highway advice and on that basis, have raised no objection to the current application subject to the inclusion of a condition relating to the site access and on-site car parking. It is confirmed that this condition would be imposed should the application be approved.
- 5.23 Overall, Grange Road is a quiet road as highlighted by the fact that the Highway Authority previously accepted that the site could be considered as a 'lightly trafficked and slow-speed situation'. It is also worth noting that the track, which would provide access to the proposed new dwelling, already serves two other dwellings as well as already providing vehicular access to the application site. Vehicles would also only need to drive along a short length of the drive to access the site and so the lack of passing places is also not considered to warrant refusal alone. There is ample room for parking within the site and the application is not considered to have any detrimental impact upon highway safety in accordance with Policies TS3 and TS4 of the DM DPD.

Other issues

- 5.24 The site is located within Environment Agency's flood zone 1 and is not within a surface water flooding area. Therefore the site not considered to be within an area at high risk of flooding. The NPPF gives preference to the use of sustainable drainage systems.
- 5.25 The Supplementary Planning Statement states that water from the roof will be transferred to either a rain water harvesting system and / or water butts. This will thus be re-used as grey water within the proposed development, for use in toilet flushing and other grey water aspects, and for garden watering. In addition, even without the above measures, the water would be captured by downpipes, and then discharged into soakaways, ideally utilising modern crated systems, such as Polystorm Geocellular Water Retention systems or similar Pervadoid systems to assist water retention, attenuation and offer slow release to the surrounding soil. The application is considered to comply with the broad aims of Policy CSU5 of the DM DPD.
- 5.26 Given the sites use as part of the garden area associated with The Cottage and the vehicle repair works that have taken place on the site in recent times, it is considered unlikely that the erection of a dwelling on the site would result in any harm to biodiversity and wildlife in the immediate area and the application is considered to comply with Policy EN1 of the DM DPD.
- 5.27 Some local residents have questioned what will happen to the vehicle repair business that is said to run from the site. This is not considered to be a material consideration to assess as part of this application. Similarly, local residents have questioned a new access that has been shown to access the paddock to the north of the application site. This is on land outside of the red line application site and therefore, again is not considered to be a material consideration.
- 5.28 Some local residents have questioned whether the size of the application was consistent with the size of the site considered as part of the Outline application. There were some inconsistencies with the originally submitted plans but this has been corrected as part of the revised plans.
- 5.29 This application is liable for Community Infrastructure Levy (CIL). 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.
- 5.30 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 eg when maintaining and

servicing their properties and spending in the local area. Given that the proposal is for a single dwelling, only limited weight can be given to these economic benefits.

Conclusion

- 5.31 In conclusion, the principle of the development on this site is considered to have already been established by the Outline approval. It is also considered that the development will not result in demonstrable harm to the general character and appearance of the area, residential amenity, the nearby trees or highway safety. On balance, the application is considered acceptable subject to conditions. Therefore, the officer recommendation is that the application is approved.

Recommendation: Reserved Matters **APPROVAL**, subject to the following conditions:

- (1) NS – The approval of Reserved Matters follows the granting of outline planning permission 20180060
- (2) AD01 – In accordance with submitted drawings
- (3) NS – In accordance with TPP, AMS and Landscaping Plan
- (4) HC21 – Prior to first occupation proposed access and on-site parking to be laid out as on plans
- (5) P04 – Rooflights on southern elevation to have sill height of no less than 1.7 metres measured from the internal floor level
- (6) P01 – Removal of permitted development rights for Classes A, B, C & E (extensions, alterations to the roof and outbuildings)
- (7) NS – Details of the first floor escape window on western elevation to be submitted, agreed and retained in perpetuity

Contact Officer,
Telephone Number
and E-mail

Christopher Rickman
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Application No: 20200699

**32-36 Harvey Lane Garage, Harvey Lane ,Thorpe
St Andrew
Norwich ,NR7 0DH**

**Scale:
1:1250**

**Date:
20-Nov-20**



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Application No: [20200699](#)
Parish: **Thorpe St Andrew**

Applicant's Name: Mr G Holmes
Site Address: 32-36 Harvey Lane Garage, Harvey Lane,
Thorpe St Andrew, Norwich, NR7 0DH
Proposal: Demolition of garage site and erection of 4 no:
dwellings and 4 no: apartments

Reason for reporting to committee

The proposal would result in the loss of an employment site.

Recommendation summary:

Delegate authority to the Director of Place to **APPROVE** subject to completion of Section 106 Agreement and conditions.

1 Proposal and site context

- 1.1 The application is seeking full planning permission for the redevelopment of the former car sales and garage site for a development of 8 new dwellings comprising 4 houses and 4 flats, with associated amenity space, access, car parking and landscaping.
- 1.2 There will be two pairs of three-bedroomed semi-detached houses, the third bedroom will be contained within the roof space. These properties will front Boulton Road. The four one-bedroom flats will be within a single two-storey block with frontage onto Harvey Road and Boulton Road.
- 1.3 The applicant has indicated that the buildings will be constructed using traditional brick with pantile roofs, white upvc windows and coloured composite doors. Boundary treatments will comprise of timber boundary fencing for rear gardens of the four houses and low brick walls and native species hedging to enclose the amenity space at the front of the apartment block along the road frontages of Harvey Lane and Boulton Road. The access and parking areas will be laid with permeable setts.
- 1.4 The site is located in an established residential area within Thorpe St Andrew, approximately two miles east of Norwich City Centre on Harvey Lane. Harvey Lane forms the boundary between Broadland District Council and Norwich City Council and a small part of the frontage of the site lies within the Norwich City Council's administrative area. Therefore duplicate applications have been submitted to both councils for determination. As most of the site lies within Broadland's administrative area, Broadland District Council is acting as lead planning authority in the determination of the application.

- 1.5 The application site lies within the defined settlement limits of Thorpe St Andrew where the principle of new residential development is generally accepted.
- 1.6 The former garage occupies a corner plot that fronts Harvey Lane to the west and Boulton Road to the north. The area is predominantly residential in character and comprises of a mix of houses and bungalows of differing types, scale and age. In the immediate vicinity of the site development comprises of mainly older style semi-detached pairs of houses of traditional construction. Opposite the site to the northern side of Boulton Road are bungalows. To the west and immediately opposite the site on Harvey Lane are pairs of semi-detached houses. The southern and eastern boundaries are also bordered by residential properties. Immediately adjacent to the eastern boundary on Boulton Road are a pair of semi-detached houses, which are currently under construction. To the rear of the garage building on the eastern boundary is a hipped roof house, which is currently connected to the existing garage building by a flat roof extension. This has a garden running west to east behind the new development with vehicular access from Boulton Road and pedestrian access adjacent to the eastern boundary through the site onto Harvey Lane.
- 1.7 The site extends to an area of approximately 1,215m² with buildings of approximately 428 m² in floor area currently occupying the site. The existing garage buildings comprises of a two-storey flat roof block with office and showroom on the ground floor with a residential flat above. There is a single storey showroom extension and portal frame workshops to the rear.
- 1.8 The site currently has an open frontage with informal access and dropped kerbing off both Harvey Lane and Boulton Road. Double yellow lines extend around the corner and part way along frontage of both roads. A new single vehicular access would be provide to access 6 parking spaces for the flats comprising of one space per flat and 2 visitor spaces. Parking for the proposed houses would be provided directly from Boulton Road with each property having 2 dedicated on-site parking spaces. The new dwellings will have footpaths from parking spaces leading to a fully Part M compliant level access.
- 1.9 A bin store will be provided for the flats to be located with direct access from Harvey Lane. Space is provided to the front of each house for bin standing and collection from Boulton Road.
- 1.10 Each house will have a private rear garden similar in size to other properties in the area. The flats will have use of a communal green space that wraps around the front of the building.

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 15 : Conserving and enhancing the natural environment

3.2 Joint Core Strategy (JCS) 2014

Policy 1 : Addressing climate change and protecting environmental assets
Policy 2 : Promoting good design
Policy 5 : The Economy
Policy 6 : Access and Transportation
Policy 9 : Strategy for growth in the Norwich Policy Area
Policy 12 : The remainder of the Norwich Urban area, including the fringe parishes

3.3 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 EN3: Green Infrastructure
Policy EN4: Pollution
Policy E2: Retention of employment sites
Policy RL1: Provision of formal recreation space
Policy TS3: Highway safety
Policy TS4: Parking guidelines
Policy CSU5: Surface water drainage
Parking Standards SPD

4 Consultations

4.1 Thorpe St Andrew Town Council:

The Committee welcomes the proposal for the garage site and has no objection to its loss. However, the current plan is considered an overdevelopment of the site and objects on this basis.

Further comments on revised plans:

Maintain previous objections as overdeveloped, and lack of parking for that number of dwellings.

4.2 Broadland District Council Contracts Officer:

For the residents of the flats, we wouldn't expect the crew to enter this bin/cycle store so would ask that a bin collection point is provided for residents of these properties to place bins out nearest the footpath. There should be clear access for the collection crew. I have marked this on the plan attached.

For the houses, it would also be appropriate to mark the bin collection points. They shouldn't be immediately next to parked cars or blocking paths. I'd suggest a hard stand could be added nearest to the highway for the houses.

The developer should be aware that Broadland now charge for bins, and should contact us at least 6 weeks in advance of completion to let us know if they or the residents should be charged for bins.

Further comments on revised plan:

The developer has added collection points as requested here and this all looks very workable and serviceable now. The only issue I can see is the collection point for the flats is hidden behind a wall and hedge and is likely to be missed as it isn't visible and directly adjacent to the footpath. If the developer is able to make a small amendment so that the collection point is accessible from the footpath (by taking the hedge and fence back slightly) this would resolve any likely ongoing issue here. This is especially important as these properties are along the boundary with Broadland and Norwich City and we need the Broadland crews to see them. I don't feel a whole new plan is necessary, if the developer can deal with this at build stage to prevent this becoming a problem.

4.3 Broadland District Council Environmental Management Officer:

I have read through the report that has been submitted with the application and note the content. However, the report was written in 2017 to support the proposal to redevelop the eastern edge of the site for 2 dwellings and not the whole of the site. Therefore I have a concern that the risk assessment does not reflect the nature of this application. In addition the investigation has not included the ground conditions beneath the buildings on site and has not stated where the surface water run-off from the concrete pad in the workshop area of site goes to.

I feel that more work is required to assess the ground conditions before development can progress. I would suggest that a condition is added to require a detailed assessment of the ground conditions across the site before development can get underway. I am happy for this to be done once demolition is completed to allow assessment of the ground beneath the

buildings to be considered. Investigation in the area of the underground tanks would also be required, once the tanks have been removed to enable a better assessment of the potential for contamination in these areas to be carried out.

If you haven't already can I suggest that you consult the EA on this application?

4.4 Norwich City Council – Environmental Protection:

No information has been supplied regarding the potential for contamination to exist on the site. As it was a former Petrol Filling Station as well as a garage I would recommend conditions.

Further comments on revised plans:

The additional information provided does not include anything relating to the potential for contaminated land to exist on site. Therefore, my previous comments remain valid.

4.5 Environment Agency:

We have inspected the application as submitted and consider that planning permission could be granted to the proposed development as submitted if the following planning conditions are included as set out below. Without these conditions, the proposed development on this site poses an unacceptable risk to the environment and we would object to the application. We ask to be consulted on the details submitted for approval to your Authority to discharge these conditions and on any subsequent amendments/alterations.

Contaminated Land

This site is located above Secondary A and Principal Aquifers (Happisburgh Glacigenic Formation / Lowestoft Formation and Crag Formation respectively), Source Protection Zone 2 and the application overlies WFD groundwater body, and is also in a WFD drinking water protected area. The site is considered to be of moderate environmental sensitivity. The historic and future use could present potential pollutant linkages to controlled waters. Consideration for the risk posed by surface water drainage and foundations will need to be undertaken.

Condition 1

Prior to each phase of development approved by this planning permission no development / No development approved by this planning permission (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), shall take place until a scheme that includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the local planning authority:

- (1) A preliminary risk assessment which has identified:
 - all previous uses
 - potential contaminants associated with those uses
 - a conceptual model of the site indicating sources, pathways and receptors potentially unacceptable risks arising from contamination at the site.
- (2) A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
- (3) The results of the site investigation and detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
- (4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express written consent of the local planning authority. The scheme shall be implemented as approved.

Advice to LPA

This condition has been recommended as we are satisfied that there are generic remedial options available to deal with the risks to controlled waters posed by contamination at this site. However, further details will be required in order to ensure that risks are appropriately addressed prior to development commencing. The Local Planning Authority must decide whether to obtain such information prior to determining the application or as a condition of the permission. Should the Local Planning Authority decide to obtain the necessary information under condition we would request that this condition is applied.

Condition 2

No occupation of any part of the permitted development / of each phase of development shall take place until a verification report demonstrating completion of works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the local planning authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a "long-term monitoring and maintenance plan") for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Condition 3

No occupation of any part of the permitted development / of each phase of development should take place until a long-term monitoring and maintenance plan in respect of contamination including a timetable of monitoring and submission of reports to the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority. Reports as specified in the approved plan, including details of any necessary contingency action arising from the monitoring, shall be submitted to and approved in writing by the Local Planning Authority. Any necessary contingency measures shall be carried out in accordance with the details in the approved reports. On completion of the monitoring specified in the plan a final report demonstrating that all long-term remediation works have been carried out and confirming that remedial targets have been achieved shall be submitted to and approved in writing by the Local Planning Authority.

Condition 4

If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.

Reasons for conditions 1,2,3 and 4

To protect and prevent the pollution of the water environment (particularly the Secondary A and Principal aquifers, SPZ2 and EU Water Framework Directive Drinking Water Protected Area) from potential pollutants associated with current and previous land uses in line with National Planning Policy Framework (NPPF 2019; paragraphs 170, 178 and 179), EU Water Framework Directive, Anglian River Basin Management Plan and Environment Agency Groundwater Protection Position Statements (2017) A4 – A6, J1 – J7 and N7.

Condition 5

No drainage systems for the infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reasons for condition 5

To protect and prevent the pollution of the water environment (particularly the Secondary A and Principal aquifers, SPZ2 and EU Water Framework Directive Drinking Water Protected Area) in line with National Planning Policy Framework (NPPF 2019; paragraphs 170, 178 and 179), EU Water Framework Directive, Anglian River Basin Management Plan and Environment Agency Groundwater Protection Position Statements (2017) G1, G9 to G13, N7 and N10. The water environment is potentially vulnerable and there is an increased potential for pollution from inappropriately located and/or designed infiltration sustainable drainage systems (SuDS) such as soakaways, unsealed porous pavement systems or infiltration basins.

Condition 6

Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reasons for condition 6

Piling or other penetrative ground improvement methods can increase the risk to the water environment by introducing preferential pathways for the movement of contamination into the underlying aquifer and/or impacting surface water quality. For development involving piling or other penetrative ground improvement methods on a site potentially affected by contamination or where groundwater is present at a shallow depth, a suitable Foundation Works Risk Assessment based on the results of the site investigation and any remediation should be undertaken. This assessment should underpin the choice of founding technique and any mitigation measures employed, to ensure the process does not cause, or create preferential pathways for, the movement of contamination into the underlying aquifer, or impacting surface water quality.

We have provided further guidance to the applicant in the form of an appendix at the end of this letter.

4.6 Norfolk County Council as Highway Authority

No objection on highway grounds. The proposed use and layout of the site overall is acceptable.

Recommendations:

- (1) That the footways on all sides of the site are reconstructed to full kerb height except where vehicle crossovers are required. This is likely to require a Small Highway Works Agreement.
- (2) Waiting restrictions (double yellow line markings) will need to be reinstated.

- (3) The parking spaces adjacent to Boulton Road and parking court accessed from Harvey Lane would benefit from being laid out in paving with bricks of contrasting colour demarcating parking spaces. For better visual appearance.
- (4) The parking court accessed from Harvey Lane must have drainage that prevents run off to Harvey Lane.

Further comments on revised plans:

Please can these points be considered:

- (1) The walking route from the flats to the car park could be more convenient:
- (2) It is good practice to reinstate the footway to full kerb height where a crossover is redundant, please can the plan be updated accordingly.
- (3) It would also be beneficial if the entire footway adjacent to the site on both sides was resurfaced once construction has completed, footways can easily be damaged during construction.
- (4) The double yellow lines would need reinstatement following these works.
- (5) Visibility; please can the brick wall be set back if necessary to achieve adequate visibility: can a plan be annotated to demonstrate what is achievable in a southern direction with a 2.4m set back.
- (6) Pram drop needs to be shown on the plans on Boulton Road.

4.7 Broadland District Council Community Safety and Interventions:

I have no issues with this application.

4.8 Landscape and Ecology Norwich City Council:

Little information has been submitted with this application in relation to landscape, so I cannot give full comments on the acceptability of the proposal. However I have no major concerns given that this site currently contains little vegetation and the proposal has potential to offer landscape enhancement value. My main comments are around the appearance of the development from Harvey Lane, to ensure the development is well assimilated into the wider character of the street. The following recommendations should be considered to ensure the landscape proposal is to an acceptable standard:

- The boundary treatment to Harvey Lane is important, the character of Harvey Lane is of a combination of low brick walls, fences and hedges, a combination of a low wall and hedge would make a good contribution to the streetscape and help bring this site into the residential character
- The inclusion of area of communal spaces for the apartments and reasonable sized gardens for the dwellings is welcomed. Where possible, gardens should include trees, of an appropriate size

- The ecology section of the D&A states that large trees could not be accommodated due to the location and suburban character, however I disagree with this and consider that one of the key characteristics of Harvey Lane is the presence of large mature trees to the frontages of properties. It appears that there is adequate space for a medium sized tree within the communal area serving the apartments, this would add a maturity and character to the development over time and would be very beneficial to the frontage
- I'm not convinced about the location of the bin and cycle store, this needs to be better integrated into the site and frontage, setting it back further and including a hedge to the full length of the boundary would help
- I also have some concerns over the appearance and impact of the relatively large parking courtyard area, the inclusion of a full hedge to the frontage and the inclusion of a tree within the communal space directly to the north as suggested above, would, subject to visibility splay requirements, help better screen and integrate this part of the site

The detailed design of a landscape proposal could be secured through the standard landscape conditions applied to any approval that may be given, however some feedback from the applicant on the points above relating to the Harvey Lane boundary in particular is necessary at this time, to ensure an adequate landscape scheme is deliverable.

I have also reviewed the information provided in the preliminary bat roost and barn owl appraisal, and confirm that the mitigation and enhancement measures suggested within the report are supported and should be conditioned as part of any approval that may be given.

Further comments on revised plans:

I have reviewed the revised details submitted. The changes made respond well to the concerns I had regarding the original landscape proposals. Given that the proposal now includes a more appropriate boundary treatment to Harvey Lane, and has made provision for some decent sized trees I am happy to support this in principle, and would request that further details are secured by condition of any approval that may be given.

4.9 Norfolk County Historic Environment Services:

The proposed development site is located adjacent to the north-western part of the Roman settlement at Thorpe St Andrew. The full nature and extent of this settlement is not known. Further artefacts and features of Roman date were found approximately 350m south of the application in the summer of 2019. New discoveries have been made since Broadland application 20171522 was approved. There is potential for previously unidentified heritage assets with archaeological interest (buried archaeological remains of

Roman date) to be present within the current application site and that their significance would be affected by the proposed development.

If planning permission is granted, we therefore ask that this be subject to a programme of archaeological work in accordance with National Planning Policy Framework 2019 paragraphs 199 and 189. In this case the programme of archaeological mitigatory work will commence with informative trial trenching to determine the scope and extent of any further mitigatory work that may be required (e.g. an archaeological excavation or monitoring of groundworks during construction). We suggest that the following conditions are imposed:-

- A) No development/demolition shall take place until an archaeological written scheme of investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and 1) The programme and methodology of site investigation and recording, 2) The programme for post investigation assessment, 3) Provision to be made for analysis of the site investigation and recording, 4) Provision to be made for publication and dissemination of the analysis and records of the site investigation, 5) Provision to be made for archive deposition of the analysis and records of the site investigation and 6) Nomination of a competent person or persons/organization to undertake the works set out within the written scheme of investigation.
- B) No development shall take place other than in accordance with the written scheme of investigation approved under condition (A).and
- C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the archaeological written scheme of investigation approved under condition (A) and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured. A brief for the archaeological work can be obtained from Norfolk County Council Environment Service historic environment strategy and advice team. We now charge applicants for the elements of our involvement on planning cases not covered by our service level agreements with local planning authorities.

Further comments on revised plans:

No additional comments to make, apply standard conditions as above.

4.10 Other Representations:

Objections and comments have been received from five residential neighbours of the site and are summarised as follows:

- 32A Harvey Lane is a separate but linked property and there are will be party wall and access issues to resolve before development can take place;

- Insufficient on-site parking for proposed residents and visitors;
- Existing inappropriate parking making it dangerous to exit White Farm Lane and obstructing the bus stop;
- Road becoming single lane with cars parked both sides;
- Parking should be controlled by yellow lanes;
- Pavement parking obstructing use for disabled people and people with prams;
- Concern that traffic and parking on this part of the road will increase and become a problem;
- Increased risk of road accidents;
- Number of units should be decreased and parking increased;
- No residents parking should be allowed on Harvey Lane;
- Design not in keeping with the areas;
- Loss of views;
- Loss of property value;
- Increased noise;
- Welcome development but do not consider flats are in keeping with the character of the road;
- View will be of bins with no screening;
- Speeding traffic;
- Development of the old Woodman Pub site on Thunder Lane is a good example in keeping with the area;
- Hoping that some green landscaping will be considered.

Further comments on revised plans:

Comments have been received from 4 nearby residents and are summarised as follows:

- Changes have no impact on my former objections regarding access, party wall and utilities;
- Concern about pile driving, damage to property and disturbance during construction;
- Boulton Road will be used as an overflow carpark for these properties;
- Value that the appearance of the area will be improved;
- There should be parking restrictions;
- Welcome the addition of screening and want the development to start as soon as possible as the site is looking neglected;
- The site looks over-developed;
- Insufficient parking;
- Concerned about inappropriate parking on Harvey Lane causing obstructions;
- Traffic calming measures should be considered and parking restrictions to reduce risk to residents;
- Level of proposed parking is inadequate for the site.

5 Assessment

Key Considerations

- 5.1
- The principle of development
 - The design and impact upon the character and appearance of the area
 - The impact upon highway safety and parking
 - The impact upon neighbour amenity

Principle

- 5.2 As set out in paragraph 1.1 of this report the application seeks full planning permission for the demolition of the existing buildings and erection of four houses and a block of four apartments, with associated access, car parking, landscaping and amenity space.
- 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 and the National Planning Policy Framework (NPPF) and whether there are any other material considerations. These include whether the application contributes towards achieving sustainable development. The details of its impact on highway safety, layout and scale of the development and the impact on neighbours, character and appearance of the area must also be considered.
- 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 as is the Planning Practice Guidance.
- 5.5 The application site lies within the defined settlement limits where Policy GC2 of the Development Management Development Plan Document (DM DPD) seeks to accommodate new development. In this respect the application is in accordance with the development plan. Furthermore, the application site is within the Norwich Policy Area, which is a focus for major growth and development under Policy 9 of the Joint Core Strategy (JCS). The site is well connected to local services and for the purposes of Policy 1 of the JCS and Policy GC2 of the DM DPD is considered a sustainable location for new residential development.
- 5.6 The primary use of the site when last in use was as a car sales showroom and forecourt. Buildings to the rear were until recently used as an MOT bay and body repair and storage unit, also on site was a motor cycle repair workshop. Consideration must therefore be had for the loss of employment land and loss of jobs. Policy E2 of the DM DPD states that within settlement limits, sites which are in employment use or were last used for employment will be retained in employment use unless it has been demonstrated that continued employment use is not viable or there is a significant environmental or community gain from redevelopment that outweighs the employment

benefits. Policy 5 of the JCS highlights the need to provide and retain a range of small employment sites to support jobs and economic growth.

- 5.7 The site was marketed for rent over a period of 6 months covering October 2018 to April 2019. The agent marketing the property has advised that although there was some interest in the site for commercial reuse, that the buildings require significant upgrading and investment to be attractive to any prospective commercial reuse. The site was subsequently sold to the applicant who was advised by the local planning authority as part of a pre-application enquiry that redevelopment of the site for housing would likely be acceptable. At this time the applicant was not advised that a marketing exercise was required to comply with Policy E2 of the DM DPD and the site was acquired on the basis that redevelopment for housing would be supported in principle. In addition, the situation with Covid has created severe complications for existing commercial premises to continue operating and new businesses forming. For the reasons set out above a balanced judgement has been made that it would not be necessary to carry out any further marketing exercise to establish the viability of the continued use of the site for commercial use.
- 5.8 Paragraph 117 of the NPPF states that decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment. Paragraph 118(c) of the NPPF requires substantial weight to be given to using suitable brownfield land within settlements for homes that support the opportunity to remediate despoiled or contaminated land.
- 5.9 The former use of the site did provide a local service and some employment and the location of the site is reasonably appropriate for the type of service it provided. However, it is not necessarily sensitive to its surroundings due to noise and disturbance associated with the workshops. Use of the site for housing rather than commercial is considered more compatible in this primarily residential area. Former uses of the site including use as a petrol filling station and more recently for car and motorbike repairs and servicing has potentially caused some contamination and ground pollution. Development of the site would also have a wider benefit to the environment due to a requirement for contamination remediation works to be carried out.

Design, Character and Appearance

- 5.10 The proposed buildings are of a scale, design and materials in keeping with the prevailing character of the site and surrounding development. The hipped roof of the apartment building and treatment of the external elevations is in keeping with properties opposite and also with 32a Harvey Lane, which is located immediately to the south and east. The pairs of dwellings fronting Boulton Road are two storey with dual pitched roofs. Development on the opposite side and further to the east along Boulton Road is all single storey and with hipped roofs. However new development currently under construction immediately to the east of the application site is of one and a half

storey and designed with dual pitched roof which will achieve visual transition between new two storey development and existing single storey dwellings.

- 5.11 The size and shape of the site and adjacent development has determined the size of the buildings. The front building line respects both the Boulton Road and Harvey Lane frontages. As a corner plot, the design of the apartment block has acknowledged its dual frontage location and takes account of its appearance in the wider street scene.
- 5.12 Policy 2 of the JCS requires development be designed to the highest possible standards and to respect local distinctiveness. Policy GC4 of the DM DPD states that proposals should pay regard to the character and appearance of the area through careful consideration of space, appearance and scale. It is considered that the proposed development meets the aims of both Policy 2 of the JCS and Policy GC4 of the DM DPD.
- 5.13 Thorpe St Andrew Town Council and a nearby resident has objected to the proposed development on the grounds that the proposal represents overdevelopment of the site. The four houses each have a private garden and parking provision, providing plot sizes very much in keeping with surrounding development. The apartments also have dedicated parking and amenity space. There is space between buildings and design of the properties will ensure that the development does not look cramped on the site or in the context of the wider street scene. Paragraph 122 of the NPPF states that decisions should support development that makes efficient use of land taking account of the desirability of maintaining an area's prevailing character and setting. It is considered that the development has achieved this requirement without compromising the appearance of the site or street scene and does not give rise to an overdevelopment of the site.

Highway Safety and Parking

- 5.14 A number of comments have been received from nearby residents and the Town Council that there is inadequate parking for the development as proposed and that the development will compromise the safety of other road users.
- 5.15 The Highway Authority has raised no objections to the proposed development on either ground subject to provision of adequate visibility from the junction with Boulton Road and the proposed access onto Harvey Lane and ensuring that the on-site parking is provided in accordance with the submitted plans.
- 5.16 Some recommendations have been made including reinstatement of kerbing and double yellow lines near the site. All matters raised by the Highway Authority as highlighted above in paragraph 4.6 have been addressed by the applicant in a revised plan. To ensure the development is carried out in accordance with the agreed plans the planning permission will be subject to conditions.

- 5.17 The proposal provides parking that meets the requirements set out in the Parking Standards SPD. This sets out that one bedroom flats should be provided with 1.5 car parking spaces per unit and three-bedroomed houses should each be provided with 2 car parking spaces. The flats are also provided with 4 cycle parking spaces. In areas where there is good access to reliable and frequent bus services less than 2 car parking per unit is considered acceptable over the development site. Therefore there is no under-provision of parking for the proposed development.
- 5.18 Policy TS3 DMDPD 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 and Policy TS4 of the DMDPD requires new development to provide appropriate parking and manoeuvring space to reflect the use and location as well as its accessibility by non-car modes. It is considered that the development is in accordance with these policies.

Neighbour Amenity

- 5.19 Other than concerns about parking, design and over development of the site there have been no other material planning objections made by neighbours of the site such as overlooking, loss of privacy, outlook or light.
- 5.20 There are first floor windows proposed on the southern elevation of the apartment building that face towards the side elevation of 1a Lime Tree Avenue. This property has no main windows on this elevation, only a small window towards the front of the building at ground floor level, which is screened by a 2 metre high close boarded fence and planting and a small velux window on the roof slope towards the back of the property. The apartment building is located to the north, approximately 13 metres from the boundary of 1a Lime Tree Avenue with the proposed car parking in between. The position of the new apartment building is further towards the road than the existing garage and this together with the space between the new and existing buildings and orientation, it is considered that no significant overlooking, loss of privacy or light will be created to the house or garden for the occupants of 1a Lime Tree Avenue.
- 5.21 There is an attached residential neighbour, number 32a Harvey Lane, who has raised some matters relating to the party wall, shared utilities and maintaining access. The applicant has been made aware of their comments and has advised that there has been contact with the owner of this property and that while no formal party wall agreement has been made at this stage, these matters will be dealt with directly with the neighbours party wall surveyor should the application be successful.
- 5.22 Notwithstanding the party wall issues that have been raised, 32a Harvey Lane will benefit significantly from the demolition of the garage buildings, which will result in the property having more space around the building, additional light and views. 'Detaching' the house will open up the site. To the west the

property will be adjacent to the apartment car parking area and to the north it will be next to the rear boundary of the gardens of the proposed new properties on Boulton Road. 32a Harvey Lane, has no windows on the northern elevation facing the proposed new houses and as a result there will be no mutual overlooking or loss of privacy.

- 5.23 The first floor windows on the rear elevations of the eastern pair of the proposed houses will overlook the rear garden of 32a Harvey Lane, however these will be at an oblique angle and approximately 14 metres away from any of this properties rear windows ensuring there is no loss of privacy.
- 5.24 Consideration has also been given to the living conditions of future occupants of the proposed development with regard to light, outlook and privacy. In particular the relationship between the western most dwelling and the apartment building and whether this is an appropriate form of development.
- 5.25 In terms of privacy, there will be no windows apart from two small bathroom windows on the eastern elevation of the apartment that could look directly into rear gardens or windows of the proposed new houses. With obscure glazing any potential loss of privacy for future occupants can be prevented.
- 5.26 As the site is a corner plot, the way the development appears in the street scene is highly important for the character of the area. This has implications for how the buildings relate to one another within the development itself. The relationship between the apartment building and the dwelling immediately to the east has had to be given careful consideration. Outlook is affected by the extent of the two storey building that projects approximately 6.5 metres beyond the rear building line of the houses, but the bulk of the apartment building has been kept to a minimum by the use of a shallow pitched hipped roof. Also the plots are orientated due south and overshadowing from the apartment building will generally occur only later in the day for most of the year to allow the properties to benefit from good levels of daylight into their gardens and rear windows. The balance between achieving a development that sits well within the street scene and provides future occupants with an acceptable level of amenity is considered appropriate in this case.
- 5.27 The proposed development is therefore considered to be in accordance with Policy GC4 which states that proposal should pay adequate regard to considering the impact upon the amenity of existing properties and the amenity of future occupants of the proposed development. In this regard there will be no significant loss of light, outlook or privacy as a result of this development.

Other Issues

- 5.28 Affordable housing is not being sought for this development. Paragraph 63 of the NPPF states that affordable housing should not be sought for residential developments that are not major development. Major residential development is defined as 'development where 10 or more homes will be provided, or the

site has an area of 0.5 hectares or more. This proposal is for 8 new homes and the size of the site is just 0.12 hectares.

- 5.29 The former use of the site as a garage has the potential to have generated some land contamination. A contamination report has been submitted with the application but relates to only the eastern part of the site and not the whole site. Broadland District Council, Norwich City Council and the Environment Agency have each commented that there are no objections to development of the site for housing but that further site investigation work is required to establish the levels of contamination of the site and to set out what mitigation measures may then be required. All are happy that the requirement for a contamination report can be dealt with by the use of planning conditions following demolition of existing buildings but prior to any commencement of development on the site. Conditions required are set out in section 4.4 above. The proposal is therefore considered to be in accordance with Policy EN4 of the DMDPD and paragraphs 178 and 179 of the NPPF which require the developer to ensure that a site is suitable and safe for development affected by contamination.
- 5.30 A preliminary bat and barn owl assessment has been carried out that concludes that a small area of the building may be suitable for roosting bats. The Ecology Officer has reviewed the information and confirms that the mitigation and enhancement measures suggested within the report are supported. The mitigation and enhancement measures comprise of a requirement to carry out a bat activity survey, use of Bat Conservation Trust compliant lighting, works to be conducted outside of bird nesting season, installation of integrated swift and bird boxes on dwellings and trees, hedgehog friendly fencing and care during construction. These measures will be conditioned as part of any approval that may be given. The application is therefore considered to meet the aims of Policy EN1 of the DMDPD which aims to protect and enhance the biodiversity of the district by ensuring adequate mitigation is incorporated within the development.
- 5.31 There is very little landscaping currently on the site. In accordance with Policy EN2 of the DMDPD the development will seek to enhance the appearance of the site and increase ecological value with the addition of new native species hedgerow to the Harvey Lane and Boulton Road street frontages and some medium sized trees to be planted around the site. A condition requiring the submission of a detailed landscaping scheme for both hard and soft landscaping will be required to be submitted for approval.
- 5.32 As set out above in paragraph 4.8 above, the Historic Environment Officer has advised that the site has potential archaeological interest. A pre-commencement condition allowing archaeological investigations and if relevant mitigation to take place is therefore considered appropriate to be added to if the application is approved. This will meet the aims of paragraph 189 of the NPPF which requires an assessment of sites that have potential to include heritage assets with archaeological interest.

- 5.33 Policy RL1 of the DMDPD requires residential development consisting of five dwellings or more to make adequate provision and subsequent management arrangements for formal recreation space. Policy 1 of the JCS and Policy EN3 of the DMDPD also require development to contribute to the Green Infrastructure of the District. In this case an off-site financial contribution will be sought and secured through a Section 106 Agreement.
- 5.34 An Appropriate Assessment in accordance with the Conservation and Habitat and Species Regulations has been carried out by the Council and concluded that the development will not adversely affect the integrity of any habitat sites as mitigation measures will be provided in accordance with Policy EN3 of the DMDPD and regarding water quality and hydrology issues these can be mitigated by condition so again there is no likely impacts.
- 5.35 This application is liable for Community Infrastructure Levy (CIL) although a reduced rate will be applicable in this case as the existing floor space will be subtracted from proposed new floorspace.
- 5.36 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. This weighs in favour of the proposal.
- 5.37 Paragraph 68 of the NPPF states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area. The Council has taken a proactive approach to this through the allocation of a range small and medium sized sites and through defining settlement boundaries to facilitate suitable windfall development. Point (c) of NPPF para 68 states that local planning authorities should 'support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes'. Although this is a material consideration in the determination of the application, it can only be afforded limited weight, given the previous supply of housing on small sites within the district.

6 Conclusion

- 6.1 The site is located in a sustainable location within the settlement limits of Thorpe St Andrew, close to Norwich City centre, all services, facilities and public transport.
- 6.2 Loss of an employment site is balanced against the benefits that the development will have for the appearance of the site, the impact upon the amenity of residential neighbours and removal of any contamination associated with previous uses of the land and buildings. The development will also contribute albeit in a limited way to local wildlife and the local landscape.

- 6.3 The site is provided with adequate car parking and there are no highway safety issues associated with the proposal.
- 6.4 The development will contribute to the provision/enhancement of formal recreation and Green Infrastructure.
- 6.5 The proposal is therefore considered to comply with the aims of Policies 1, 2 and 9 of the JCS, Policies GC2, GC4, EN1, EN2, EN3, EN4, E2, RL1, TS3 and TS4 of the DMDPD and paragraphs 68, 117, 118, 122, 178 and 179 of the NPPF and is recommended for approval.

Recommendation: Delegate authority to the Director of Place to **APPROVE** subject to the following conditions and successful completion of a Section 106 Agreement with the following Heads of Terms:

- (1) Offsite contributions for formal recreation
- (2) Green Infrastructure

and subject to the following conditions:

- (1) Time limit (TL01)
- (2) In accordance with plans and documents (AD01)
- (3) External materials (D02)
- (4) Landscaping scheme (L04)
- (5) Implementation of landscaping scheme (L07)
- (6) Archaeological work to be agreed (H01)
- (7) Ecology mitigation (EC01)
- (8) Highway access (HC05)
- (9) Visibility splays (HC17)
- (10) Provision of parking (HC21)
- (11) Highway improvements offsite (HC33A)
- (12) Highway improvements offsite (HC33B)
- (13) Contaminated land investigation (AM12)
- (14) Implementation of remediation (AM13)
- (15) Contaminated land during construction (AM14)

Contact Officer, Julie Fox
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Planning Appeals: 22 October 2020 to 19 November 2020

Appeal decisions received:

Ref	Site	Proposal	Decision maker	Officer recommendation	Appeal decision
20171386	Land East of Memorial Hall, Brundall	Outline planning application with the details of appearance, landscaping, layout and scale reserved for later determination, with the exception of Phase 1 for which details of all matters in relation to the 23 dwellings within that Phase are provided. Development to comprise: up to 170 dwellings (Use Class C3), and a community/sports pavilion (Class D1 and D2 use), a Country park, formal and/or informal outdoor sports provision, access, and other earthworks and engineering works. All development, works and operations to be in accordance with the Development Parameters Schedule and Plans.	Planning Committee	Approval	Allowed 11 November 2020. Inquiry held on 29 Sept – 7 October 2020

Appeals lodged:

Ref	Site	Proposal	Decision maker	Officer recommendation
20190580	296 Drayton High Road, Hellesdon, NR6 5BJ	Proposed Residential Development (Outline)	Delegated	Refusal
20200116	Land to the North East of Telegraph Hill, Honingham, NR9 5AT	Erection of Two Detached One & a Half Storey Dwellings (Outline)	Delegated	Refusal
20200135	Land to the rear of 116 Fakenham Road, Taverham, NR8 6QH	Erection of single storey 3 bedroom dwelling	Delegated	Refusal

PLANNING COMMITTEE

2 December 2020 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.

DEMOCRATIC SERVICES

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SUPPLEMENTARY SCHEDULE OF APPLICATIONS TO BE CONSIDERED

Plan No	Application No	Location	Update
1	20201173	Old Hall Site, Little Plumstead Hospital, Little Plumstead	<p>Paragraph 2.6 on page 13 is missing the application number which is: <u>20080199</u></p> <p>Paragraph 5.37 on page 31 - Waste management for plots 5 to 8. Revised plans have been received as set out and the Contracts Officer has commented that this is a good waste management plan.</p>
2	20201200	Old Hall Site, Little Plumstead Hospital, Little Plumstead	<p>Paragraph 2.6 on page 35 is missing the application number which is: <u>20080199</u></p>
3	20201086	Land to the rear of The Cottage, Grange Road, Hainford	<p>Additional comments received from Hainford Parish Council:</p> <p>'In the previous submission I omitted to mention the fact that there is no safe pedestrian route to the school. This has been one of the criteria used in determining site allocations by the GNLP committee. Also in the light of the recent policy announcements from No.10 wouldn't fossil fuel heating in such a large new build be inappropriate?'</p> <p>Officer Response: With regard to whether there is a safe route to the school, it is noted that the site is located within the settlement limit for Hainford and the principle of a dwelling has already been approved - Outline approval 20180060. With regard to the heating system for this dwelling, this is not something, which is being determined as part of the planning application. Energy efficiency requirements will be covered by Building Regulations.</p>