

Report for Resolution

Report to Planning Applications Committee
Date 14 February 2013
Report of Head of Planning Services
Subject 12/01885/O Lakenham Sports And Leisure Centre
Carshalton Road Norwich NR1 3BD

Item

5(4)

SUMMARY

Description:	Outline application to redevelop site to provide 75 No. dwellings (50 No. market, 25 No. Housing Association including mobility accessible dwellings) along with new allotments, children's play space and five-a-side football pitch.	
Reason for consideration at Committee:	Major Development Objections	
Recommendation:	Approve with conditions and subject to a S106 agreement	
Ward:	Lakenham	
Contact Officer:	Miss Sarah Platt	Planning Officer - Development Management 01603 212500
Valid Date:	30th October 2012	
Applicant:	Serruys Property Company Limited	
Agent:	Lanpro Services	

INTRODUCTION

The Site

Location, Context and Constraints

1. The site of the former Lakenham Sports and Leisure Centre is situated to the south east of the city and is a flat site. It sits to the north west of a wooded ridge and connects indirectly to the Yare River Valley (a County Wildlife Site) via the woods and grounds of County Hall to the south east. To the north, west and south are residential areas with a mixture of terraced and semi-detached housing and semi-detached bungalows.
2. The Lakenham Sports and Leisure Centre was established by Colman's and was first used as the Norfolk County Cricket Ground in 1827. The first pavilion on site was positioned to the east of the existing pavilion and may also have been a thatched building. The existing pavilion was built in 1936, with the former pavilion retained for a few years alongside and then demolished. The pavilion building has recently been included on the Norwich Society's list of locally listed buildings (not yet adopted by the Council) and has painted stretcher bond brickwork. The thatched roof and scale of the building in relation to the surrounding residential buildings means that the building is a local landmark.
3. The L-shaped range of single storey thatched buildings appears to date from between 1938 and 1956 although they are likely to be post-war.
4. Part of the wider site was the subject of a Compulsory Purchase Order in 2007 exercised by Norfolk County Council for use as a playing field for the redeveloped Lakenham Primary

School. The remainder of the site was closed at this time and has remained closed.

5. The site is designated in the City of Norwich Replacement Local Plan (Adopted Version November 2004) as urban greenspace (saved policy SR3) which by definition has amenity values such as biodiversity, visual amenity and ecological benefits, but with no public access.
6. There is a group Tree Preservation Order (TPO.251) on this site which protects the 15 lime trees on the eastern boundary and the 13 lime trees on the western boundary.

Relevant Planning History

Planning Applications 1995-Present

12/01196/CF3 – Norfolk County Council (4/2012/4008) – Emergency evacuation route from County Hall to Cricket Ground Road. Norwich City Council made recommendations to revise the materials proposed and the route, potentially with access into/through the development proposals at Lakenham Cricket Ground – WITHDRAWN 12.07.2012.

05/00785/O – 1) Centre of sporting excellence and residential development, 2) Centre of sporting excellence – WITHDRAWN 21.06.2007

05/00204/CF3 – Norfolk County Council (4/2005/4007) – Proposed playing field - WITHDRAWN 18.04.2005

04/01210/O – Extension to existing leisure club – WITHDRAWN 27.01.2005

04/00921/F – Conversion of pavilion building to 3no residential flats – APPROVED 17.11.2004

01/0155/F – Conversion of pavilion to 1no residential unit – APPROVED 25.06.2001

99/0700/F – Alternations to form swimming pool within existing building – APPROVED 05.11.1999

99/0608/U – Conversion of groundsman's cottage to crèche – APPROVED 21.09.1999

95/0641/F – Erection of 714sqm indoor cricket facility – APPROVED 26.10.1995

Planning Applications 1990-1994

93/0186/F – Variation of Condition 11 of permission 91/0591/O – APPROVED 29.07.1993

91/0937/F – Change of roof materials (Colman House) from thatch to pantiles – APPROVED 02.01.1992

91/0591/O – Erection of 2no indoor air halls for use as tennis courts with associated car parking – APPROVED 12.02.1992

Equality and Diversity Issues

There are significant positive equality or diversity impacts – see paragraph 97.

The Proposal

7. The application is for outline planning permission for residential development. Only matters of access are fully detailed with layout, appearance, scale and landscaping being reserved matters for future application submissions.
8. The proposal includes the existing access from Carshalton Road being retained and a new access from Geoffrey Road being created involving creation of an opening in the existing site boundary wall. The applicant has provided an indicative layout to show how 75 dwellings could be provided on site, with a policy compliant housing mix of 33% affordable units and indicative parameters for the buildings have also been submitted indicating that buildings will be two storeys in height only.

Representations Received

9. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 49 letters of representation were received on the original application proposals and a further 46 letters of representation on the amended scheme including a petition of 65 signatures. The issues as cited by those making representations are included in the table below:

10.

Issues Raised	Response
There will be significant loss of the heritage on this site: a) the loss of the pavilion building – could this not be retained and re-used? b) Alterations to the boundary wall to facilitate the new access from Geoffrey Road	Paragraphs 52-58
The removal of this site from the emerging site allocations should be a material consideration	Paragraph 34
Traffic – Increased movements in the surrounding residential streets will have a detrimental impact on pedestrian and highway safety, particularly the elderly, visually impaired and those with impaired mobility. There will also be increased noise from traffic.	Paragraphs 59-69
Existing parking issues in the area will be exacerbated. Provision on site is insufficient and will add to existing problems.	Paragraphs 59-69
Emergency vehicle access will be restricted by parked cars	Paragraphs 59-69
The “open space” provision is inadequate and will end up being developed on in the future	Paragraphs 17-27 and 48
Any approval would be contrary to the current local plan policies and designation as urban green space. The whole site should be returned to the people of Lakenham and used as open space	Paragraphs 13-33
Are new homes really needed in this area? The density is too high for this area and the site is not included in the allocations for the 3000+ homes in the site allocations document	Paragraphs 31 and 35-36
Will local residents be able to use the allotments?	Paragraph 80
There will be loss of privacy and light as a result of the increased pedestrian and traffic movements	Paragraphs 37-40
There will be significant disruption during construction – noise, pollution, dust	Paragraph 38
Local Services are already overburdened – GPs , libraries, schools	Paragraphs 85-86
Can the utilities services cope with this increased demand?	See Consultee Responses
The protected trees on site should be retained and preserved	Paragraph 78
The ecology and biodiversity of the site will be	Paragraph 28-30

significantly harmed or destroyed	
The character of the area will be ruined by this development	Paragraphs 41-51
Access to the rear of properties on Geoffrey Road is unacceptable and across the whole site the potential for crime and disorder will increase	Paragraph 46 and 68
Housing Association dwellings bring inherent social problems and increased anti-social behaviour	Paragraph 46
Property values will be affected (reduced)	Paragraph 98
Increased flood risk as a result of the development	Paragraphs 70-71

11. Statutory Consultee Responses:

Sport England:

- We accept the following principles:
 - a) It is accepted that the enclosure of part of the site for use with the Lakenham Primary School makes it impractical to sue the remainder of the site as a playing field for formal adult cricket, rugby, football or hockey;
 - b) Sport England supports the level of consultation done as part of the assessment submitted with the application;
 - c) We support the view of the Lawn Tennis Association (LTA) that the best compensation package for tennis would be a financial contribution to secure qualitative improvements to the existing 4 tennis courts at Lakenham recreation ground;
 - d) We note the proposals to invest in additional community grass pitches at Hewett School. This is the best way to address the loss of playing field provision from this site;
 - e) There has been discussion with the applicant to secure qualitative improvements to the changing facilities at the Hewett School to serve the new community pitch (see (d)). The applicant has suggested that CIL revenues could be used to secure these improvements;
 - f) Discussion was had with regard to costing for the proposed enhancements to sports facilities but final amounts to be put in the S106 were not agreed;
 - g) We do have concerns that there is no compensation for the loss of the squash courts;
- It is accepted that given the length of time of vacancy of the site and its poor condition that the best approach is through suitable qualitative and quantitative improvements to existing off-site provisions within the catchment area;
- However, final details of compensatory payments to be made via S106 have not yet been agreed and until such time as they are then we object as the proposals do not meet criteria E4 of Sport England's playing fields policy.
- However, we uphold our objection on the ground that the proposals would result in the loss of the former playing fields and other sports facilities without making adequate compensatory off-site provision although we acknowledge the lack of local plan policy to require this.

(see responses in para 20-23)

Norfolk County Council (Minerals & Waste):

- No objections.

Heritage Environment Service:

- The applicant should supply 2 x hard copies and 1 x electronic copy of the Historic Building report to the Heritage Environment Service to place on the Heritage Environment Record;
- Nothing of any interest was found in the trial trenches;
- The pavilion should be recorded fully before demolition and a full survey submitted to the HER – a condition is required and a brief for the works will be sent.

Anglian Water:

- No objections – conditions required.

Norfolk County Council (Planning Obligations):

- A monitoring charge of £300 is required;
- No education contributions are required;
- 2 Fire hydrants are required (due to the increase in dwelling numbers);
- A contribution of £60 per dwelling is required towards library services.

Norfolk Constabulary:

- Public footpaths should be straight, wide, well lit and overlooked. The footpath between plots 28 and 29 has limited surveillance from buildings, is not straight and offers no defensible space between the plot and the path. Buffer zones should separate footpaths and building elevations;
- Vulnerable areas, such as rear gardens, need robust defensive barriers using walls and/or fences to a minimum height of 1.8m;
- Landscaping should be carefully considered to ensure that it does not impede surveillance;
- A carefully designed lighting plan will need to be drawn up;
- External doors and windows should be designed to meet PAS standards.
- Parking within dwelling boundaries on Carshalton Road and Geoffrey Road has been replaced with on street parking and small communal parking areas. There are limited opportunities for surveillance over some of these areas;
- The parking assigned to the proposed block of housing to the south of the site will also prevent some residents being able to park in a position where they are able to see their vehicle from within their own home. Parking assigned to plots 28, 39 and 44 will require careful consideration to the boundary treatments to allow residents to be able to see their

own vehicles;

- Any footpaths running to the rear of properties, if absolutely necessary, should be gated and secured;
- Amendments have been made to plot 29 to increase opportunities for surveillance over the footpath but a buffer zone is still required;
- Provision of additional windows in active rooms on gable ends of the proposed block of housing to the south will increase natural surveillance over the football pitch and communal parking;
- Additional windows in plot 39 gable end wall are needed to increase surveillance over the 3 visitor parking spaces;
- Plots 58-65 inclusive abut public space and so boundary treatments and location of active rooms will need to be carefully considered;
- The reorientation of buildings onto the 5-a-side pitch will offer increased surveillance, however access to the rear of buildings must be secured with gates.

(As this application is in outline form only then all these points can be considered at reserved matters stage)

Environment Agency:

- The application site is within flood zone 1 (low probability of flooding), however the proposed scale of development may present issues of flooding on site and/or off site if surface water run off is not effectively managed;
- The principles of the submitted Flood Risk Assessment is accepted but more information is required to demonstrate that the scheme has been adequately designed;
- The additional flood risk assessment submitted in respect of previous comments is acceptable and addresses our previous issues. No objections subject to conditions being attached to the permission.

Norfolk County Council (Highways Authority):

- The transport impact on the strategic network will be minimal. The application can be dealt with by officers at the City Council.

Norfolk Biodiversity Information Service:

- The ecological report is fit for purpose;
- The actions details in the mitigation sections of the report should be made conditions if permission is minded to be granted.

NPS Group on behalf of Norfolk County Council:

- The County Council has no objection to the provision of a cycle and pedestrian route joining the County Hall site;

- However, if this route is un-adopted, who would be responsible for maintenance?
- We have no objection to this route being available 24 hours a day but would welcome discussion regarding provision of a gate to the access.

12. Comments of Internal Consultees of the Council:

Local Highway Authority:

- No objection in principle to the proposed development on transportation grounds subject to resolution of detailed matters. The principles of the Transport Assessment as submitted are accepted, subject to modification of parking management proposals.
- The proposed residential and open space uses for the site compliment the established residential area and present a good range of transport options by bus, cycle and on foot in this inner urban location. The form of the development facilitates the creation of traditional terraced and more suburban streets, this enables vehicle movement to be tamed through the use of shared surfaces, geometry of the road layout and on street parking. The majority of the roads proposed in this application could be adopted by the city council acting as highway authority for future maintenance.
- The provision of approximately 1.5 parking spaces per dwelling (116 in total) plus 24 parking for visitors in designated bays is adequate on the following conditions:
 - 1) The development is included as an extension of Zone Y; operates Mon – Sat 8am to 6.30pm no restriction at other times.
 - 2) Residents are limited to 2 resident permits and 1 visitor permit per dwelling (normally eligible households have unlimited permit entitlement for vehicles at any address)
 - 3) All carriageways that are adopted are included in a pedestrian zone traffic regulation order (no waiting at any time); This will require all parking to be in designated bays or in off street parking spaces. This creates a high quality pedestrian environment and effectively regulates parking, as demonstrated at Fellowes Plain, Southalls Way and Clickers Road Norwich.
 - 4) All off street parking (that is not on private plots) is designated either as permit parking (operational only during CPZ hours; no restriction at other times) or 4 hour limited waiting bays (operational only during CPZ hours; no restriction at other times) (for visitors to dwellings, allotments or green spaces; no permit required). Suggest that all the off street bays adjacent to the green spaces and allotment are limited waiting bays for use by visitors.
- This site is not of sufficient size to enable a controlled parking zone to function. The risk of overspill parking in existing streets is mitigated by having a 2 permit cap each household in the new development and the adequate provision of on street and off street parking spaces for residents and visitors. It is important to remember however that no resident is entitled to parking directly outside their house, parking on the highway is a shared resource for the wider community. The future needs of the entire community must be met whilst mitigating any potential risk of additional parking pressure.
- The Transport Assessment recommends that the development is not entitled to parking

permits, but it begs the question how would the parking spaces be controlled? In our view it is better that these spaces are controlled and included in the CPZ for the benefit of the residents of the new development and the adjacent residential area. In this respect we strongly disagree with the Transport Assessment and objectors from the adjacent CPZ.

- With regard to visitor parking. 24 spaces are suggested for visitor use, I have recommended that these are 4 hour limited waiting bays (Mon – Sat 8am – 6.30pm no restriction at other times); these would not require a visitors permit. These LWBs could be shared by visitors to the residential area or to the allotments and green spaces. However residents may also have 1 visitor permit per household, these may also be used in the parking permit bays. Therefore the 25% requirement for on street parking for visitors would be met.
- Residential developments must be designed to naturally achieve 20mph average speed. Based on the layout of this development using a combination of shared surfaces, and tight geometry I believe this is the case. Therefore it is not necessary to have to install 20mph signs (using a speed restriction order). Nor would it be necessary to provide any off site traffic calming as on street parking is in itself a corollary on excess speed.
- The transport assessment does not mention the potential of a car club in reducing parking demand associated with the new development. Car clubs are a proven means of reducing levels of private car ownership and usage and are highly suited to residential areas such as this part of Lakenham. For the formal planning application I would urge the applicants to contact the car club operator and discuss the feasibility of funding a new vehicle. This could be sited on the development. The car club is part of the marketing of the scheme as a green lifestyle choice and an added benefit of residency. New residents could be offered free memberships for a limited period to boost usage. The size of the development is of sufficient size to fund and sustain a car club vehicle. It could also be of benefit to the wider community.
- The direct connections enable good vehicle access to and from the site and facilitate a secondary access in case of closure of one or other of access roads. These connections represent a logical extension of the Victorian terraced streets that no doubt were intended to perform this role when originally built. These roads are of adequate width to accommodate larger vehicles such as refuse or emergency service vehicles. These roads are narrowed by parked vehicles, but this performs a traffic calming effect and should be retained. The only solution available would be to install double yellow lines on one or both sides of these roads that would detrimental to existing residents and is not recommended. Although vehicles will have to wait to pass each other when leaving the development via these roads this is only for a short section of road and vehicles can easily wait and pass at either end, again this will help to keep traffic speeds low and is normal practice in terraced streets with on street parking.
- The cycle/footway link is welcomed. Suggest that the width of this shared use path is made to 3 metres (depending on tree constraints) adopted with appropriate signage with the shared use purpose to negate the need for a retrospective footpath conversion notice. We do not want to see any cycle barriers if at all possible. The path will need to be lit.
- A footway via the wildflower garden is noted, but it is not clear if this would be open at all times with the County Hall site, it would desirable for pedestrian and cycle access for this to link to be made. The path would need to be lit.

- The provision of allotments will result in travel from the neighbourhood and potentially from the wider urban area, many will travel on foot or by bike, some will drive. It is important that the off road parking spaces are designated for shared use by visitors to the allotment or residential estate. Suggest that these have a 4 hour limited waiting restriction at any time included in the TRO. Suggest that the footpath to the allotments is 3 m in width. Cycle parking for 10 cycles needs to be provided as near to the allotments as possible.
- Any development of this site will generate traffic, including sports use. Residential use is one of the lowest forms of traffic generation of any kind of development, for example an office development would be much more intensive. As this is already a predominantly residential area with a permeable grid of streets traffic from other residents will be relatively low and absorbed into the local road network. There is ample capacity and no strategic roads or junctions are directly affected. The benefit of development in urban locations such as this is that they are much less likely to be car dependent than those on out of town sites. Residents will use the bus, walk and cycle as well as their own cars.

Environmental Health:

- Confirmation of how the 5-a-side pitch is to be used and laid out is required – floodlights? Surfaced? Fenced? – these different set-ups can make a vast difference to any noise/light issues.

(As this application is in outline form only then all these points can be considered at reserved matters stage)

Natural Areas Officer

- The site is currently of low biodiversity value but there are excellent opportunities for enhancement as outlined in the ecology report – its mitigation and enhancement measures should be implemented;
- Prior to demolition all redundant buildings should be inspected for signs of roosting bats;
- Any vegetation removed in or around the buildings to be demolished should be checked for nesting birds;
- The presence of a subsidiary badger sett on this site is exceptional. The specific mitigation measures for badgers outlined in the ecology report should be implemented;
- Bird and bat boxes should be included in the development, and house sparrow terraces also, along with artificial nesting sites for swallows and house martins;
- New planting should use native species and particular species which attract bees and other insect pollinators;
- Smaller gaps at land level should be provided to aid permeability for hedgehogs and amphibians.

(As this application is in outline form only then all these points can be considered at reserved matters stage or are controlled by conditions)

Open Space and Green Spaces:

- The football pitch is too narrow and is potentially too close to the allotments giving rise to conflict;
- An artificial surface should be used – Is it intended to line out the pitch?
- Maintenance of the pitch should be conditioned along with all other areas of open space. The Council would not seek to adopt these areas;
- Security of allotment gardens is of concern but can be conditioned;
- Trees in the south of the site will shade the allotments, perhaps some could be removed and an additional wildflower garden proposed;
- On site play is welcomed and will serve this area and the wider area well – these should be fenced and perhaps closer together to ensure that children using them are contained within close proximity to allow for parental supervision more easily;
- The closure of the leisure centre resulted in the loss of several tennis courts – local tennis courts can be found on Lakenham recreation ground but require re-surfacing to bring them up to standard (approx £50,000 to bring them up to standard (still allowing for poor access, and £20,000 for on-going maintenance);
- Allotments would not be adopted by the Council and will need some form of legal protection;

(As this application is in outline form only then all these points can be considered at reserved matters stage or are controlled by conditions)

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework:

Statement 4 – Promoting sustainable transport

Statement 6 – Delivering a wide choice of high quality homes

Statement 7 – Requiring good design

Statement 8 – Promoting healthy communities

Statement 10 – Meeting the challenge of climate change, flooding and coastal change

Statement 12 - Conserving and enhancing the historic environment

Statement 11 – Conserving and enhancing the natural environment

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

Policy 1 – Addressing climate change and protecting environmental assets

Policy 2 – Promoting good design

Policy 3 – Energy and water

Policy 4 – Housing delivery

Policy 6 – Access and transportation

Policy 7 – Supporting communities

Policy 8 – Culture, leisure and entertainment

Policy 9 – Strategy for growth in the Norwich Policy Area

Policy 20 - Implementation

Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

NE3 - Tree protection, control of cutting and lopping
NE4 – Street trees to be provided by developers
NE9 - Comprehensive landscaping scheme and tree planting
HBE4 – Other locations of archaeological interest
HBE12 - High quality of design in new developments
EP16 - Water conservation and sustainable drainage systems
EP18 - High standard of energy efficiency in new developments
EP22 - High standard of amenity for residential occupiers
EP6 – Air Quality Management Areas
HOU5 - Accessible housing
HOU13 – Proposals for new housing development on other sites
SR1 – Minimum standards for provision of open space
SR2 – Provision within each sector of the city
SR3 – Criteria for development of Urban Greenspace and Recreational Open Space
SR4 – Provision of open space to serve new development
SR7 – Provision of children's equipped playspace to serve development
TRA5 - Approach to design for vehicle movement and special needs
TRA6 - Parking standards - maxima
TRA7 - Cycle parking standards
TRA8 - Servicing provision
TRA10 – Contribution by developers for works required for access to the site
TRA11 – Contributions for transport improvements in the wider area
TRA14 - Enhancement of the pedestrian environment and safe pedestrian routes
TRA26 - Design and materials in streetscape

Supplementary Planning Documents and Guidance

Trees and Development (Adopted September 2007)
Open Space and Play Provision (Adopted June 2006)
Transport Contributions (January 2006)

Other Material Considerations

The Localism Act 2011 – s143 Local Finance Considerations
Written Ministerial Statement (March 2011)

Principle of Development

Policy Considerations

National and Local Planning Policy relating to Open Space and Sporting Provision:

13. This application seeks to redevelop part of the playing field area of the former Lakenham Sports & Leisure Centre for residential use. The National Planning Policy Framework (NPPF) states that existing open space, sports and recreational buildings, including playing fields, should not be built on unless an assessment has been undertaken showing either that the open space is surplus to requirements, that the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location, or, that the development is for alternative sports and recreational provision. Local Authorities are advised to plan positively for the provision and use of shared space and community facilities to enhance sustainable communities and residential environments.
14. The Joint Core Strategy identifies in Objective 9 and Policy 7 that the scale of development required to meet housing need across the core strategy areas will need to be accommodated on some significant greenfield areas as well as brownfield land and where this is necessary

environmental gains should be sought through green infrastructure and enhanced public access to green spaces.

15. This site is identified as Urban Green Space in the Replacement Local Plan and is protected by saved policy SR3. In essence this policy does not allow development leading to the loss of designated facilities (including existing sports pitches, sporting or recreational facilities or children's play areas) unless alternative facilities of equivalent sporting or recreational value is provided and there is no overriding amenity or biodiversity interest that would be lost or damaged.
16. Given the Compulsory Purchase Order of a significant part of the wider site (0.8ha), the lack of public access and the poor state of the land and buildings, along with the length of vacancy, the site is no longer considered fit for the purposes of sports such as cricket, football, rugby or hockey. It is therefore considered that the proposal which seeks to open up part of the site for public access whilst redeveloping part of the site for much needed housing whilst providing improvements to existing off-site sports provision within the catchment area is an appropriate solution to provide for the regeneration of the site. Sport England broadly agrees with this assessment.

Assessment of Need and Demand:

17. The City Council undertook an Open Space Needs Assessment (OSNA) in December 2007 in accordance with the extant policy PPG17 and now also referenced in the Joint Core Strategy. This document considered the city's sporting and recreation facilities across 4 sub-areas. In the South Sub area, there is a shortfall of 1ha of play provision, allotments only meet 50% of the recommended standard but outdoor sports facilities meet the required standard of 1.01ha per 1000 population (circa 64ha). However, at the time of the assessment this included Eaton Golf Course (42.8ha), where golf is not normally included, and Lakenham Cricket ground (3.98ha) which had closed. As a result of this development an additional 1.15ha will be lost (taking into account the playing fields at Lakenham primary School to be retained and the provision of on site open space), resulting in 62.05ha (including golf) and 19.25ha (excluding golf).
18. The OSNA identified several key strategic priorities including: increased provision of play facilities; more intensive use of Eaton Park and school playing fields for outdoor sports use to mitigate the shortage of outdoor sports space; improvements to indoor and outdoor tennis facilities following the closure of Lakenham Sports and Leisure Centre, and; enhanced public access to open space.
19. The applicant has submitted an Open Space Assessment with the application which seeks to advocate the advantages of the recreation provision on offer as part of the development compared to those arising from the site's protection for use as a dedicated sports facility. This assessment identifies the supply and demand for sports such as football, tennis and squash and is based on the assumption that the site can no longer be used for its original purpose of cricket.
20. Sport England is supportive of the consultation process the submitted assessment has been subject to and the sporting bodies who have been approached. In their response to the application consultation Sport England have requested a number of compensatory payments for off-site provision of sporting facilities to off-set the loss of these playing fields; these are:
 - money towards improvements to changing facilities and creation of a new pitch at the Hewett Goals facility (permitted under application 10/00481/F);
 - improvements to indoor squash facilities (although no site was identified), and;
 - improvements to the Lakenham Recreation Ground tennis courts.
21. Saved policy SR3 in the local plan allows compensatory payments for off-site provision where on site provision cannot be made. However, the policy is not specific about the methodology for calculating compensation or locations in which the monies paid will be spent. The CIL regulations outline the tests that S106 contributions must meet in order to be acceptable, these are;

- Related to the development;
 - Necessary to make the development acceptable, and;
 - Reasonably and fairly related in scale and kind
22. This is the subject for consideration. The football pitches at the Hewett School are relatively new and football is not a facility being lost from the Lakenham site. The nearest indoor squash facilities are on King Street at Wensum Lodge Sports Centre but this facility arguably does not serve the Lakenham area. Therefore it is not considered that seeking S106 contributions towards such facilities would meet the CIL regulation tests.
23. However, accepting the site cannot be used to provide sporting facilities on site and that equivalent or better provision can be made off site, it seems logical that given the loss of the indoor and outdoor tennis courts on site, monies should be sought to improve the 4no tennis courts at Lakenham Recreation Ground. A costing has been done by the Parks & Open Spaces Department and the developer is willing to contribute the £80,000 required to bring these tennis courts up to standard. However, Sport England maintain their objection as they do not consider this adequate off-site compensatory provision.
24. The open spaces to be provided on site include the following:
- the provision of 1.15ha of public open space comprising:
 - 3560sqm of play provision;
 - an informal 5-a-side football pitch of 2950sqm;
 - allotments of 2500sqm, and;
 - preserved woodland and a community wildflower garden of 2570sqm.
25. This represents 36% of the site being retained as open space with public accessibility and improved permeability. Adding the 0.8ha of playing field (urban greenspace) at Lakenham Primary School, 49% of the wider site is retained as designated urban green space.
26. On balance, taking into consideration the creation of a significant area of the site for public open space, and the retention of 0.8ha of school playing fields as urban green space and the fact that this is an area which is currently underused and with no public access, the loss of the former cricket ground is considered to be adequately mitigated against given the wider public benefits arising from the scheme including the increased public access to the site, not only for residents of the proposed dwellings, but for the wider community and the development of much needed housing.
27. This is an approach which has been taken on other sites in the city. For example, at the Civil Service Sports Ground a development of 78 dwellings was permitted under application number 07/01018/F. In this case 45% of the land was retained as open space with 2no mini pitches (0.1ha each) and 2 play areas (total 1.9ha) with a development density of 33 dwellings per hectare. The current application at Lakenham Sports & Leisure Centre retains 49% of the wider site as open space and playing fields (urban green space) (1.15ha) with a development density of 37 dwellings per hectare. The recommendation for approval is therefore consistent with previously approved applications.

Biodiversity and Amenity impacts:

28. With regard to biodiversity and amenity interest an ecology assessment has been submitted with the application. This suggests that the site is of low importance although some potential enhancements have been outlined in the report. Noted species of the report include bats; which are likely to be roosting nearby but not on the site, badgers; a sett was recorded in 2010 under an initial survey but no activity was found in the 2012 survey, and birds; a range of common and notable birds were found on site. It is likely that other mammals such as foxes, rabbits, mice and voles also use the site currently. The mitigation measures outlined in the report are considered acceptable so as not to warrant any harm to animal movements and there is the potential to improve the biodiversity of the site through enhancements such as the provision of nesting boxes for birds, the use of hedgehog holes in boundary

treatments and the provision of new bat roosting facilities and landscaping.

29. The existing trees on site are indicated as being protected during construction (depending on the precise layout and structure of the buildings) and retained. The impact on trees will be discussed in more detail at paragraph 75 of this report.
30. It is considered that the impact of these proposals on biodiversity and amenity are limited. Any future development would be partially screened by the existing trees thereby maintaining a soft edge to the site and the attractiveness of the site as a green link is being enhanced.

Other Material Considerations

31. On the basis that the land allocation policy is overcome an alternative use of such a site within the urban area for residential development would in principle be acceptable. Residential use would be compatible with the character of the area and could contribute to the overall housing demand of the city. The NPPF establishes a presumption in favour of sustainable development and recognises the need for new housing stating that local planning authorities should have a positive approach to determining applications. Such an approach is also prevalent in saved local plan policy HOU13 which requires an assessment of a site against requirements in relation to the provision of private amenity space, providing for parking and servicing and proximity to local services. This policy also requires a minimum density of 40 dwellings per hectare.
32. Although matters of layout, appearance, scale and landscaping do not form part of the application, there is nothing within the submitted indicative layout drawings which indicates that a site layout could not be achieved to address policy requirements. As such it is considered that the scheme complies with the national policy objectives and saved local plan policy criteria and the use of the site for residential development is considered to be appropriate.
33. It is therefore considered that the proposals are in accordance with the objectives of national policy and saved local plan policy SR3 with regards to open space and sporting provision.
34. Several objectors have questioned why the removal of the allocation for housing from the emerging site allocations document cannot be taken into consideration in the determination of this application. The proposed allocation for housing on this site was removed by Cabinet in July 2011. The proposed designation as open space applies to the area of land that forms the extended school site and the application site, replicating the existing designation. In any case, the application must be determined in accordance with current national and local plan policies and the presumption in favour of sustainable development.

Housing Proposals

Affordable Housing

35. The application is to be assessed against policy 4 of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk which requires a proportion of affordable housing, with an appropriate tenure mix, on all sites proposing development of 5 or more dwellings. On this site, and with 75 dwellings proposed, this scheme will be required to provide affordable housing at the upper level of 33%. The applicant has confirmed that they are willing to provide 33% affordable housing units (25 dwellings) and have agreed tenure mixes with both Broadland Housing and the Papworth Trust to provide 85% as social rented units and 15% intermediate tenure comprising 12no. 2 bed flats, 10no 3 bed houses and 3no 2 bed sheltered accommodation units which will be designed to be accessible housing in accordance with saved local plan policy HOU5.

Housing Numbers and Density

36. A total of 75 dwellings are proposed on this 3.18ha site. A total area of 1.15ha is being retained for open space including the provision of play areas, a wildflower garden, an informal 5-a-side football pitch, allotments and preserved woodland. Therefore the developable area of the site is reduced to 2.03ha. 75 dwellings on this site represent a density of 37 dwellings per hectare. Saved policy HOU13 requires a density of development

of not less than 40 dwellings per hectare. Although this density is lower than policy requires, this issue is not considered sufficient to warrant refusal of the application in order to require a denser layout. The density proposed is considered to be consistent with the character of the area.

Impact on Living Conditions

Overlooking, Overshadowing, Loss of Privacy, Noise, and Disturbance

37. Various issues with regards to the layout and impact on amenity cannot be fully assessed at this time as this is an outline application and these matters will form part of an assessment of final reserved matters. However, it is clear at this stage that the development will provide for integration with the surrounding streets and character whilst maintaining the surrounding trees. New housing is being located adjacent to existing dwellings so issues of overbearing nature of development and loss of light will need to be assessed in more detail at reserved matters stage, but given the orientation of the site and flat topography, there are not considered to be any likely significant impacts which couldn't be mitigated by detailed design.
38. Issues of noise during construction have been raised as concerns by local residents and the permission, if granted approval, would be subject to the standard informative requesting compliance with the considerate constructors' scheme. There are not considered to be significant noise impacts as a result of the development that would be of a sufficient level to warrant refusal of this application.
39. The loss of privacy for existing residents from increased pedestrian and traffic movements has also been raised as an objection. The proposed layout shows the built form to the north of site taking on the terraced form of the surrounding streets and following the existing street layout. A more suburban design with semi-detached dwellings can be found to the east and south east of the site. It is not felt that an increase in pedestrian and vehicular movements will reduce privacy for existing residents and the layout has taken into consideration the amenity of existing residents by following the street pattern to avoid issues of overlooking. Rather, increased pedestrian activity is likely to result in increased natural surveillance and enhanced public safety.
40. The scheme layout shows that a high standard of living and garden spaces and an attractive living environment, which integrates well with the character of the surrounding area, can be achieved on this site.

Design

Layout, Height, Scale and Appearance

41. Access details form part of the application and are not reserved. The proposed site access is on the north boundary via Carshalton Road and Geoffrey Road. Previous layout versions showed a vehicular access off Smithfield Road which has been removed due to concerns over the proximity to the school entrance. Details of the treatment of the access road and any on street parking areas will need to be addressed as reserved matters in order to ensure a high quality setting for existing buildings and the proposed buildings.
42. The surrounding streets are predominantly developed with terraced housing and take a grid pattern. Houses are generally set within 2m of the highway with low level boundary treatments. This provides a strong edge and enclosure to the street scene. This approach has been carried on into the development with three rows of terraced dwellings extending southward into the site, again with a strong boundary edge and similar character to the surrounding existing buildings. Further into the development a more suburban approach has been taken with semi-detached dwellings and spaces between buildings opening out. A shared surface treatment is used in the more suburban layout areas to denote pedestrian and cycle priority. Private gardens are provided with areas of public open space and play areas on the western boundary and to the south of the site.
43. The proposed layout is a revision from that submitted initially but concerns have been raised

by local residents with regards to the loss of the existing buildings, and in particular the pavilion building. This is discussed in more detail later in this report at paragraphs 52-58.

44. The development is shown indicatively to consist of 2 storey dwellings provided as a mix of houses and bungalows. In terms of scale some parameters are provided for height, width and length of each building with a maximum height of 8m being proposed. In addition to those parameters shown in the indicative plans, elevations and sections, a condition is suggested to confirm that subsequent building will be limited to the height / width / length shown on these indicative plans with the layout of the plots being +/- 1m.
45. The plans as submitted show that a scheme can be designed on this site which protects certain site features such as trees and which echoes the character of surrounding development whilst maximising housing numbers. The scheme as submitted also indicates that provision of play space and open space on site can be found in excess of local planning policy requirements. The provision of 2no play areas on site will be a useful community asset and improve the provision of such facilities in the area. Currently the nearest play provision is a direct distance of 360m away at Jubilee Park, approximately a 500m walking distance. Therefore, Jubilee Park will serve part of the proposed development as a park within 600m but the play area is not considered to be sufficient being further away than the recommended 240m. Lakenham Recreation Ground is a closer park but without a play area.
46. Issues of increases in the potential for crime have been raised by objectors. Details of crime prevention measures would be the subject of the reserved matters and it is considered that such features so as to reduce the potential for crime and disorder could easily be installed to address the comments of Norfolk Constabulary.
47. A condition is recommended to ensure making good of the existing Victorian boundary wall following the creation of the new access road is appropriate with a high quality design and finish.
48. Concerns have been expressed that the open space areas of this development will eventually be built upon. Members are reminded that any future development on the remainder of the site would be the subject of consideration under a new application.

Building for Life

49. The Joint Core Strategy policy 2 requires the design quality of large housing developments to be assessed against the national Building for Life criteria or any successor to Building for Life, and to achieve a score of 14 out of 20. Since adoption of the plan, the Building for Life criteria has changed and there is no longer a numerical scoring system. There are now 12 criteria rather than 20 and schemes are awarded green, amber or red against each criterion.
50. This scheme has been evaluated and received five greens, seven ambers and no red indicators. Amber is awarded where more detail is needed to form a complete judgement and it is natural that an outline application such as this will receive some amber indicators. It is fully expected that following assessment of reserved matters the scheme would attract substantially more green indicators.
51. The scheme is therefore broadly supported in design terms and is considered to be acceptable against the Building for Life criteria.

Undesignated Heritage Assets

52. Many objections express concern over the demolition of the buildings on site, in particular the pavilion building, and the partial demolition of a section of the Victorian boundary wall.
53. The pavilion building is included on the Norwich Societies Local list, which is due to be adopted by the Council in due course when the emerging DM Policies document is formally adopted. However, the Norwich Society's list forms part of the Heritage Environment Record which is a material consideration in the determination of applications and as such the pavilion building is deemed to be an undesignated heritage asset.
54. Both the Heritage Environment Service and Conservation & Design colleagues have been

consulted regarding the demolition of these buildings and the partial demolition of the wall to facilitate a second access to the site. Both Consultees are of the view that the pavilion building, whilst having a socially important history, is not worthy of retention in terms of its architectural or historical significance.

55. In addition, weight needs to be attached to other material considerations such as the implications on the layout and accessibility of the site if the buildings, and in particular the pavilion building, is retained. There may be circumstances where other considerations provide benefits that outweigh the heritage value of retaining the buildings on site.
56. If the pavilion were to be retained the proposed housing development would have to be relocated towards the southern boundary of the site, in closer proximity to the County Wildlife Site at County Hall. Further, a vehicular access would need to be formed through from Smithfield Road.
57. Any such layout would have a significant detrimental impact on development density and the provision of affordable housing units, and layout.
58. A condition should be attached to any permission requiring a full photographic and written survey of the pavilion building is carried out prior to its demolition and thereafter submitted to the Heritage Environment Record in order to record the social history and local importance of this site.

Transport and Access

Transport Statement

59. A Transport Assessment has been submitted with the application detailing traffic movements when the site was in operation as a Sports and Leisure Centre and expected traffic movements as a result of the proposed development. The assessment is based on 65 dwellings so an increase in movements on those predicted is expected. That said, the principles of the Transport Assessment as submitted are accepted, these being that traffic impact at any one location will be mitigated by the creation of the second access to the site, the net increase in traffic flows on surrounding streets will be negligible, there is considerable scope for travel by alternative modes of transport, and a reduced traffic impact given that peaks of travel will occur only twice a day as compared to the previous use which created traffic movements throughout the day with additional peaks at weekends for special sporting events or private hire functions. It is therefore not considered that there will be a significant enough traffic impact to warrant refusal of this outline application.

Vehicular Access and Servicing

60. Access will be on the north side of the development by the existing entrance on Carshalton Road and through a second access created by the partial demolition of the Victorian boundary wall in Geoffrey Road. The new accesses and roads will follow the street pattern of the surrounding area, moving into a more suburban layout enabling vehicle movement to be tamed through the use of shared surfaces and on street parking to achieve the recommended 20mph average speed.
61. The majority of the roads proposed in this application would be adopted by the city council acting as local highway authority for future maintenance. It is the considered view of the local highway authority in response to consultation that the existing and proposed accesses at Carshalton Road and Geoffrey Road are of sufficient width for access and emergency vehicle access. In addition, parked cars also serve to facilitate the reduction in traffic speed. There are no uncommon practices in these streets that are not experienced elsewhere across the city where terraced housing can be found and vehicles can easily wait and pass at either end of the short sections which will be affected.
62. Any development of this site will generate traffic movements in the surrounding area. This includes a sports use. As this is already a predominantly residential area with a permeable grid of streets, traffic from new dwellings will be relatively low and absorbed into the local road network. There is ample capacity in the existing road network and no strategic roads or junctions are directly affected. The benefit of development in urban locations such as this is

that they are much less likely to be car dependent than those on out of town sites. Residents will use the bus, walk and cycle as well as their own cars and this is further emphasised by the introduction of cross site foot and cycle paths and the use of the car club.

Car Parking

63. Concerns have been expressed by local residents with regard to car parking and the existing issues with parking in the surrounding streets. It is normal practice for the local highway authority to make any new developments the subject of their own Traffic Regulation Order. However the site is not of sufficient size to enable a controlled parking zone to function in its own right. In order to mitigate the potential for overspill parking into the remainder of the Controlled Parking Zone Y (CPZ) there will be a 2 parking permit cap on each household in the new development and the adequate provision of on street and off street parking spaces for residents and visitors.
64. For clarity the Controlled Parking Zone extension will operate as follows:
- CPZ Y operates Monday to Saturday 8am to 6:30pm with no restrictions at any other time;
 - Residents will be limited to 2 no residential permits and 1 no visitor permit per dwelling (under normal circumstances eligible households have unlimited permit entitlement for vehicles at any address);
 - All carriageways that are adopted are included in a pedestrian zone Traffic Regulation Order (TRO) with no waiting at any time. This will require all parking to be in designated bays or in off street parking spaces. This creates a high quality pedestrian environment and effectively regulates parking, as demonstrated at other sites around the city (Fellowes Plain, Southalls Way and Clickers Road);
 - All off street parking (not on private plots) are designated as either permit controlled parking (operation only during CPZ hours with no restriction at other times) or 4 hour limited waiting bays (operational only during CPZ hours with no restrictions at other times).
65. Car parking levels of 140 spaces are being provided on site. This allows for 104 for residents, equating to 1.42 per dwelling with 14 visitor spaces and 12 spaces for the football pitches and allotments. This is in accordance with the parking maxima standards in the local plan. 10 car parking spaces have been provided within the site adjacent to the entrance at Carshalton Road with a view that existing residents of the properties affected by the new accesses may wish to park their cars here. Norfolk Police have commented that 'Secured by Design' principles recommends that parking should be outside the private dwelling however there is no legal entitlement or right to park directly outside ones house and parking on the highway is a shared resource for the benefit of the wider community. With the above approach being taken the future needs of the entire community, existing and new residents, can be met whilst mitigating any potential risk of additional parking pressure.
66. In addition to this a car club space is to be provided on site with the developer contributing £32,375 towards the cost of purchasing a car for use by the wider community and provision of a demarcated and protected parking bay for the car club car. Car Clubs are a proven means of reducing levels of private car ownership and usage and are suited to areas such as this. New residents would be offered free memberships for a limited period to boost usage and the car club would also be a benefit to the wider community.

Cycle Routes and Pedestrian Links

67. The indicative scheme includes pedestrian and cycle links across the site, linking City Road with the County Hall site. Norfolk County Council is in agreement with the provision of this link and the route will be publicly accessible 24 hours a day 7 days a week. This route, in conjunction with the 2 accesses to the north of the site, will greatly assist with site permeability and pedestrian and cycle access. These routes will also assist with pedestrian routes through to local services opening these up to a wider range of consumers and helping to promote sustainable modes of transport.

68. Concerns have been expressed by local residents that increased permeability will increase the potential for anti-social behaviour and crime. Conversely increased footfall will likely improve surveillance and potentially reduce the fear of crime. Members are reminded that this is an outline application and that the final details of layout and design are to be determined under reserved matters where issues of surveillance, use of space and behavioural issues could be dealt with adequately, along with the comments of Norfolk Police.

Cycling Parking and Refuse Storage

69. Adequate cycle parking and refuse storage could be designed into a reserved matters scheme for developing the site.

Environmental Issues

Flood Risk

70. Following the submission of additional flood risk assessment works the Environment Agency have withdrawn their objection stating that the specifics of the final surface water and draining scheme can be conditioned.
71. A condition requiring full details with regards to infiltration testing, details of the position and design of the SUDS soakaways and the permeable paving, modelling to demonstrate the storage features can cope in a worst case scenario, modelling of the pipe network, details of surface water flows and details of the adoption and maintenance of the SUDS features would be attached to any permission, if granted.

Archaeology

72. Archaeological trial trenching was carried out on site in the summer of 2012 and a report submitted with the application. No finds of any significance were made on site. The Heritage Environment Service has confirmed that the development of this site will have no detrimental impact on archaeology. No conditions are required as investigatory works have already been carried out on site.

Energy Efficiency, Renewable Energy & Sustainable Construction

73. Policy 3 of the joint core strategy seeks to maximise energy production on site, and in excess of 10% where possible and viable, and also seeks sustainable methods of construction. An energy statement has been submitted with the application outlining the methods of sustainable construction that would be explored to maximise energy efficiency giving well insulated buildings, orientated to achieve maximum solar gain.
74. In addition, the statement also outlines information on renewable energy systems which will be investigated, outlining the potential for using solar panels, PV panels and solar hot water systems. Given the size and orientation of the site, one of these forms, or a mixture of these forms of energy production are likely to provide the minimum 10% energy requirement under Policy 3 of the joint core strategy. It is considered that in this circumstance the policy requirement for energy production can be adequately covered by condition.

Water Conservation

75. Again, no specific details for water efficiency measures are contained within the application. Current Building regulation requirements are to limit water consumption to 125 litres per person per day and therefore it is considered that the scheme could reasonably be designed to meet the additional Sustainable Homes Code 4 requirements at 105 litres per person per day. A condition will therefore be imposed on any permission granted requiring the development to meet appropriate levels of water usage as promoted by joint core strategy policy 3.

Lighting

76. On site lighting of external spaces including accesses, play areas, and communal car parking areas could potentially result in harmful impacts to residential amenity, for existing residents and future occupiers of the proposed dwellings. Insufficient information has been submitted at this time but given this is an outline application it is suggested that conditions

are imposed requiring details to be agreed for the final scheme to ensure appropriate design, location and levels of illumination.

Contamination

77. It is suggested that conditions relating to contamination and imported materials and lighting nuisance are attached to any permission. Informative notes are also recommended relating to construction site practices.

Trees, Landscaping and Biodiversity

Loss of Trees or Impact on Trees

78. The existing trees shown around the site are to be protected during the works and retained. A condition requiring a full Arboricultural Impact Assessment is recommended and can be addressed at reserved matters stage.

Landscaping and Green Links

79. No specific information is provided at this stage with regard to landscaping as this is a reserved matter for future consideration. However, there are potential planting areas throughout the site around buildings and in circulation spaces, which could all accommodate planting to soften the impact of the development and improve biodiversity. In addition there are several areas where landscaping is key such as the communal amenity areas (play and open space), wildflower gardens and allotments.

80. It is not the intention of the Council to adopt these areas and as such the landscaping reserved matter shall require details of the management of these areas and the body responsible for provision and maintenance is strongly recommended. In addition, the principles of the management company will also need to be included, for example, how the allotments will be actively managed to ensure their regular use so that they do not fall into a poor condition and become unsightly.

81. Several amendments have been suggested with regards to the allotments on site and the inadequacies of the current proposals. These can easily be addressed at reserved matters stage and it is considered that the parameters allow for a feasible development and the required amendments are not considered sufficient to warrant refusal of the application.

82. New planting and street trees in addition to the trees to be retained on site will improve the street scene and add value to the landscape diversity within the area.

Local Finance Considerations

83. The Localism Act 2011 amended S70 of the Town and Country Planning Act 1990 to require local planning authorities to have regard to local finance considerations in the determination of planning applications, alongside the development plan and other material considerations.

84. The 75 new dwellings will attract New Homes Bonus and Council Tax revenues.

Planning Obligations

Affordable Housing

85. The application is in Outline form with 75 dwellings proposed on site. The development proposes 33% affordable housing (25 units) which meets the requirements of policy 4 of the Joint Core Strategy.

Open Space and Play Equipment

86. On site open space is required under saved local plan policy SR4 which states that for developments in excess of 40 dwellings or 1ha, 24sqm minimum of open space will be provided per dwelling, equating to 1800sqm. This development provides in excess of this requirement (5520sqm) which will need to be secured by condition in order to meet the requirements of saved policy SR3 of the local plan. Such provision is considered necessary to make the development acceptable, and the condition will also require this open space to

be publicly accessible.

87. With regards to play space, saved policy SR7 seeks 7.5sqm of child play space on site to be provided for every child bedspace, equating to 1147.5sqm on this site. As with the open space, the development provides in excess of this requirement (3560sqm) but this will need to be secured via a condition in order to meet the requirements of saved local plan policy SR3.

88. The management of these areas is discussed at paragraph 80.

Street Trees

89. Street trees are required under saved local plan policy NE4. The developer has agreed that these will be provided and are indicatively shown on the proposed layout plan. It is recommended that this is included under a landscaping reserved matter.

Transport Improvements

90. A transport contribution of £21,161.25 is required under saved local plan policy TRA11 and will be the subject of the S106 agreement. A Section 278 and Section 38 would be required for the adopted highway for the development and the applicant will be advised to consult directly with the Local Highway Authority via an informative note on any permission granted.

Education Contributions

91. Norfolk County Council has been consulted and have advised that there is sufficient capacity in nearby schools and that no education contribution is required.

Recreation and Sporting Facilities

92. A compensatory payment of £80,000 is necessary to upgrade the existing outdoor tennis courts on Lakenham Recreation Ground and provide compensation for tennis facilities lost on site. Given the level of provision on site of open space and play space and the wider community benefits arising from the development proposals, this is considered to be adequate compensatory off-site provision.

93. 2no fire hydrants at a cost of £844 each will be required and this obligation will form part of a condition on any permission granted.

94. Norfolk County Council has advised that a contribution towards library facilities is required at £60 per dwelling, totalling £4500. Again, this obligation will form part of the S106 agreement.

95. In addition a fee of £1695 is payable for the Traffic Regulation Order under saved policy TRA10 which will be included in the Section 106 agreement.

96. Norfolk Police have requested that it be documented that they may in future seek contributions towards increased demand on Police services in the form of S106 contributions. In the absence of detailed policy and planning guidance to support the principle of a contribution it is not considered that, at this time, obligations could be supported on this scheme. No contributions have therefore been sought.

Equality and Diversity Issues

Disability

97. 3 no accessible housing dwellings are being provided within this proposal, which although representing only a small percentage, given a registered provider has already been secured is considered to be a positive benefit as a result of the development and the proposals are considered to be in accordance with the objectives of saved policy HOU5 of the local plan.

Other Considerations

98. Concerns have been expressed that the development of this site will result in a decrease in property values in the area. This is not a material planning consideration and cannot be taken into account in the determination of this application.

Conclusions

99. Given the Compulsory Purchase Order of a significant part of the wider site (0.8ha), the lack of public access and the poor state of the land and buildings along with the length of vacancy, the site is no longer considered fit for the purposes of sports such as cricket, football, rugby or hockey. It is therefore considered that the proposal which seeks to open up part of the site for public access whilst redeveloping part of the site for much needed housing whilst providing improvements to existing off-site sports provision within the catchment area is an appropriate solution to provide for the regeneration of the site. The development of the site for residential dwellings would contribute to the overall delivery of housing in Norwich and as considered against the Joint Core Strategy Policy 4, would provide for a 33% provision towards affordable housing (25 no. affordable units in total) which would contribute specifically to the promotion of affordable housing in Norwich. The provision of alternative green space is delivered through on site provision with public accessibility and a commuted sum of £80,000 for improvements to the nearby tennis courts at Lakenham recreation. The scheme provides adequate and safe access into the site for the future residential development and the creation of the new access point is not considered to result in a significant detrimental impact for surrounding properties. Subject to submission of reserved matters and conditions, parking and servicing space is capable of being provided with ease of use for future residents.
100. The proposed development, subject to submission of reserved matters and conditions, is considered to be well integrated with the surrounding development in form and layout and would make good use of this site. Appropriate layout can be achieved with due regard to amenity and safety issues in the area for existing residents and for future residents of the scheme; protection of existing trees around the site; possibilities for further landscape; and potential biodiversity enhancements. The scheme also provides for appropriate provision for open space provision, play equipment/space provision and a car-club space on site and by way of contributions; library contribution; transportation contribution and Traffic Regulation Order contribution; and on-site affordable housing to meet local requirements and to make suitable improvements in the area.

RECOMMENDATIONS

To approve application number 12/01885/O Lakenham Sports & leisure Centre, Carshalton Road, Norwich, NR1 3BD, and grant outline planning permission, subject to:

(1) The completion of a satisfactory S106 agreement by 31st March 2013 to include the provision of:

- a. contributions towards transportation including monies for towards Traffic regulation Orders;
- b. library contributions;
- c. on-site affordable housing (33% of dwelling units (85% social rented and 15% intermediate tenure));
- d. the provision of contributions to improvements to off-site sport and recreation facilities, and;
- e. the provision on site of a car club space and vehicle.

And thereafter to delegate authority to the Head of Planning to approve or refuse the application, and;

(2) and subject to the following conditions:

- 1) Application for the approval of reserved matters to be made not later than 3 years from the date of this permission and commencement within two years from the final approval of the reserved matters
- 2) Reserved matters to relate to layout, appearance and design, scale and landscaping;
- 3) Limited to development parameters set out in drawing number 7586/01 Rev.F and in the Design & Access Statement Site Sections Drawing 7586/03 relating to height, width and length (to within +/- 1m);
- 4) Provision of Open Space and Play Space Provision
- 5) Management of open space, (including allotments and play areas and informal football pitch) provision, accessibility to the whole community and on-going maintenance
- 6) Landscape Maintenance
- 7) Details of works to the Victorian boundary wall to facilitate the creation of the new access and making good once works complete and new piers to new access;
- 8) Specific details of biodiversity and enhancements;
- 9) Details of access road surfaces;
- 10) Reserved matters for layout shall include an Arboricultural Impact Assessment, Arboricultural Method Statement and Tree Protection Scheme, all to be agreed and implemented prior to commencement of any works, and requiring full compliance during works;
- 11) Provision and maintenance of renewable energy sources
- 12) Water efficiency
- 13) Control of imported materials
- 14) Full photographic and written Survey/record of the Pavilion building to be agreed and submitted to the HER
- 15) Provision of 2 no fire hydrants
- 16) Details of Surface Water Drainage Scheme
- 17) Details of Car Club Space and provision;
- 18) If unknown contamination is found then remediation details will be submitted before works continue

Informatives:

- 1) Considerate Constructors Scheme
- 2) S278 and S38 required to be entered into with the local highway authority
- 3) Cost of fire hydrants to be borne by the developer

Reasons for Approval:

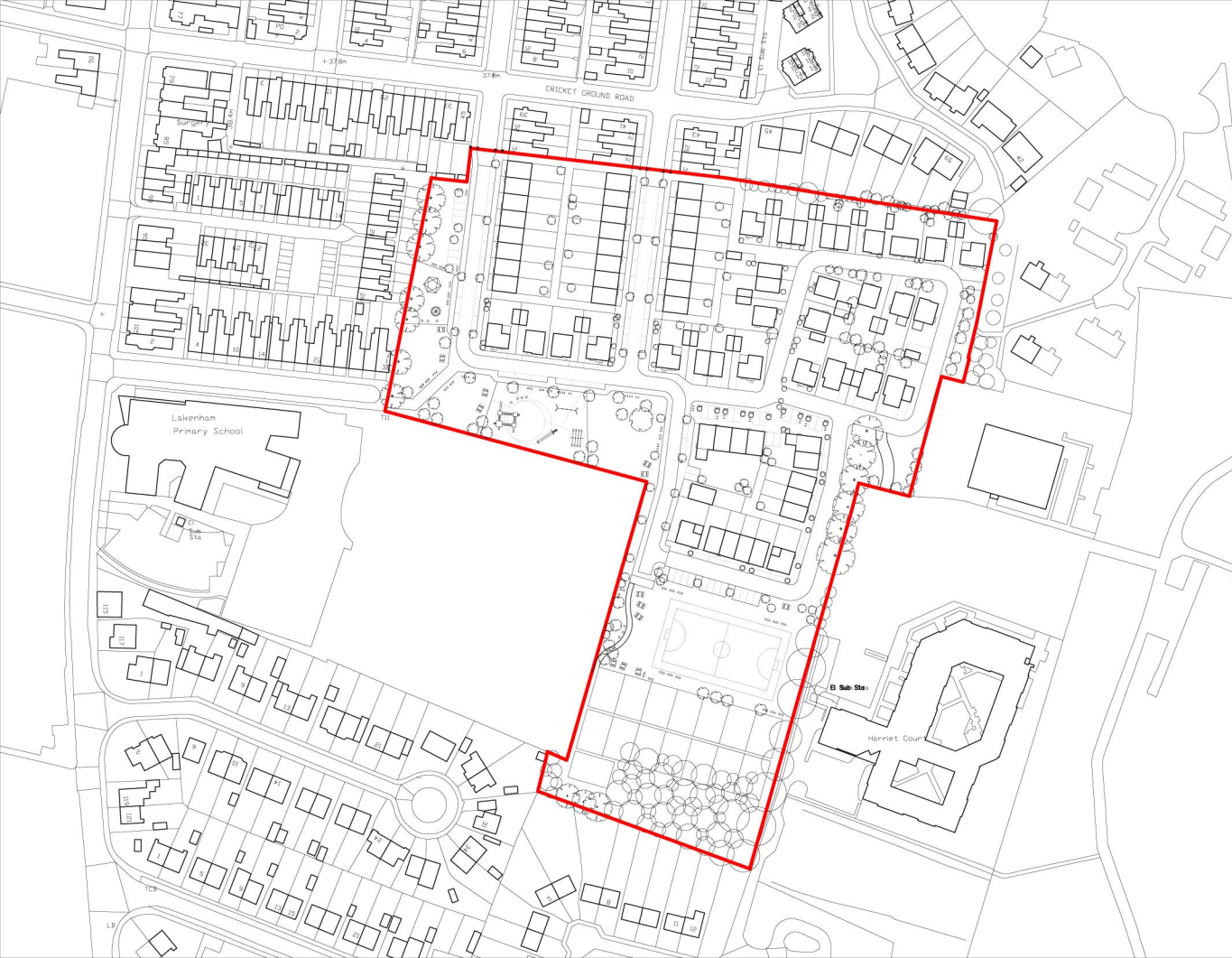
Given the Compulsory Purchase Order of a significant part of the wider site (0.8ha), the lack of public access and the poor state of the land and buildings along with the length of vacancy, the site is no longer considered fit for the purposes of sports such as cricket, football, rugby or hockey. It is therefore considered that the proposal which seeks to open up part of the site for public access whilst redeveloping part of the site for much needed housing whilst providing improvements to existing off-site sports provision within the catchment area is an appropriate solution to provide for the regeneration of the site. The development of the site for residential dwellings would contribute to the overall delivery of housing in Norwich and as considered against the Joint Core Strategy Policy 4, would provide for a 33% provision towards affordable housing (25 no. affordable units in total) which would contribute specifically to the promotion of affordable housing in Norwich. The provision of alternative green space is delivered through on site provision with public accessibility and a commuted sum of £80,000 for improvements to the nearby tennis courts at Lakenham recreation. The scheme provides adequate and safe access into the site for the future residential development and the creation of the new

access point is not considered to result in a significant detrimental impact for surrounding properties. Subject to submission of reserved matters and conditions, parking and servicing space is capable of being provided with ease of use for future residents.

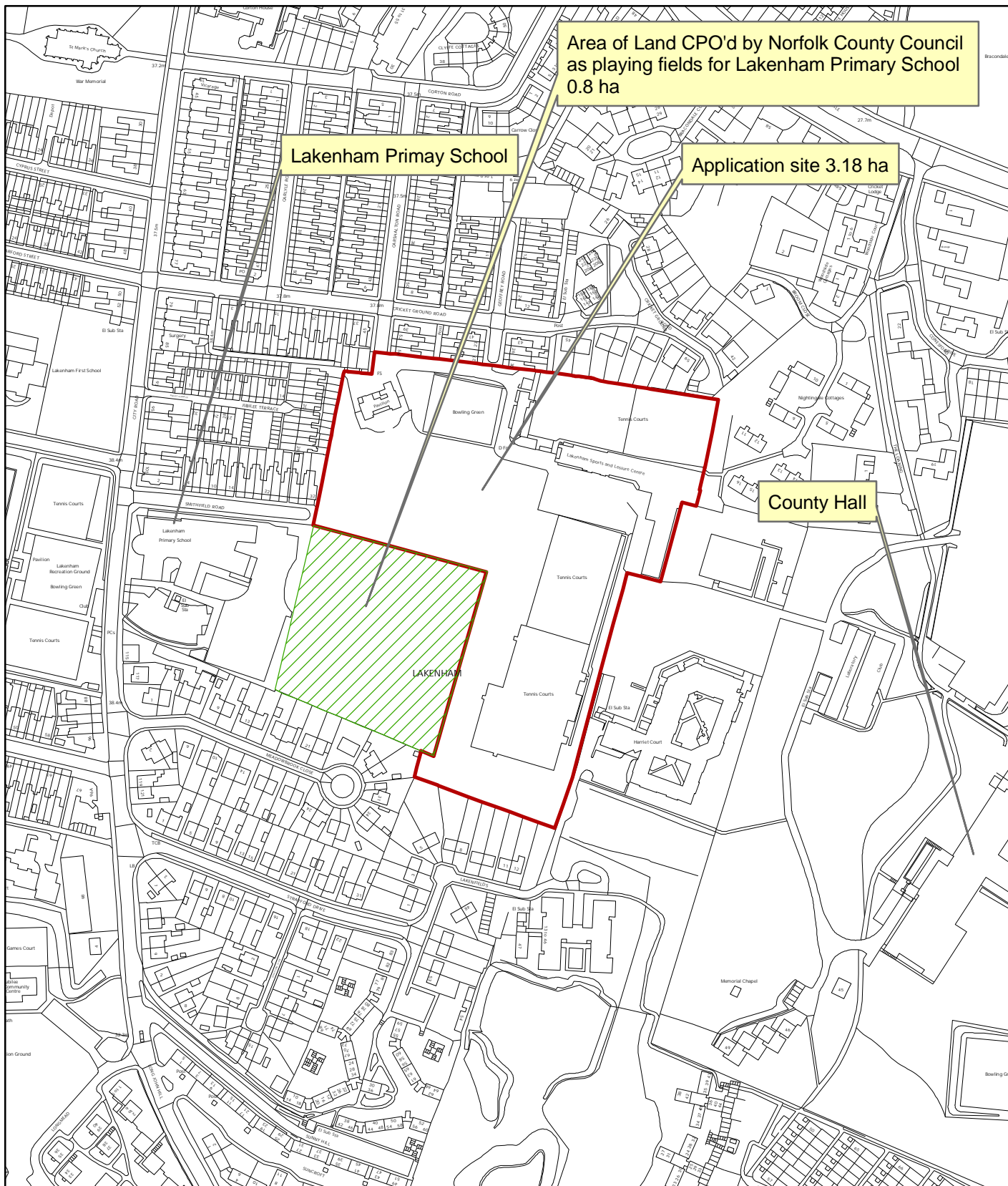
The proposed development, subject to submission of reserved matters and conditions, is considered to be well integrated with the surrounding development in form and layout and would make good use of this site. Appropriate layout can be achieved with due regard to amenity and safety issues in the area for existing residents and for future residents of the scheme; protection of existing trees around the site; possibilities for further landscape; and potential biodiversity enhancements. The scheme also provides for appropriate provision for open space provision, play equipment/space provision and a car-club space on site and by way of contributions; library contribution; transportation contribution and Traffic Regulation Order contribution; and on-site affordable housing to meet local requirements and to make suitable improvements in the area.

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined above.

The decision has been made with particular regard to the NPPF, policies 1, 2, 3, 4, 6, 7, 8, 9, and 20 of the Joint Core Strategy for Broadland, Norwich and South Norfolk (March 2011) and saved policies E3, NE4, E9, E4, E12, 16, 18, 22, EP6, HOU5, HOU13, SR1, SR2, SR3, SR4, SR7, TRA5, TRA6, TRA7, TRA8, TRA10, TRA11, TRA14, TRA26 of the City of Norwich Local Plan (Adopted Version November 2004) and all material planning considerations.



Note	
Site Area	31,780 sqm
1	Shared surface entrance (SME) / Gate posts
2	Public park & Playground 1
3	Pedestrian/Cycle Link and Retained tree
4	Public park & Playground 2
5	Homezone
6	Retained trees and Wildlife Garden
7	Football ground Park
8	Allotment
Schedule of Accommodation	
Total (Affordable Housing: 33%)	75 units
Detached House	15 units
Bungalow	3 units
Semi-detached House	8 units
Terraced House	34 units
Flat	12 units
Parking Provision	
Total	140 Spaces
Residents	104
Visitor parking	14
Football ground	12
Replacement for existing on-street parking at the entrance	10
Public Open Space	
Total Open Space	11,580 sqm
Park / Playground 1	1,230 sqm
Park / Playground 2	2,330 sqm
Wildflower Garden	420 sqm
Football Park	2,950 sqm
Allotment	2,500 sqm
Preserved woodland	2,150 sqm
PROJECT TITLE	Former Lakenham S&L Cntr
DRAWING TITLE	Site Layout
REF NO.	7586/01 Rev. F
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Planning Application No 12/01885/O

Site Address Lakenham Sports & Leisure Centre, Carshalton Road

Scale 1:3,000



NORWICH
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