

Report to Planning applications committee

Item

16 April 2015

Report of Head of planning services

Subject Application no 14/01496/RM – Former Lakenham
Sports and Leisure Centre, Carshalton Road, Norwich
NR1 3BD

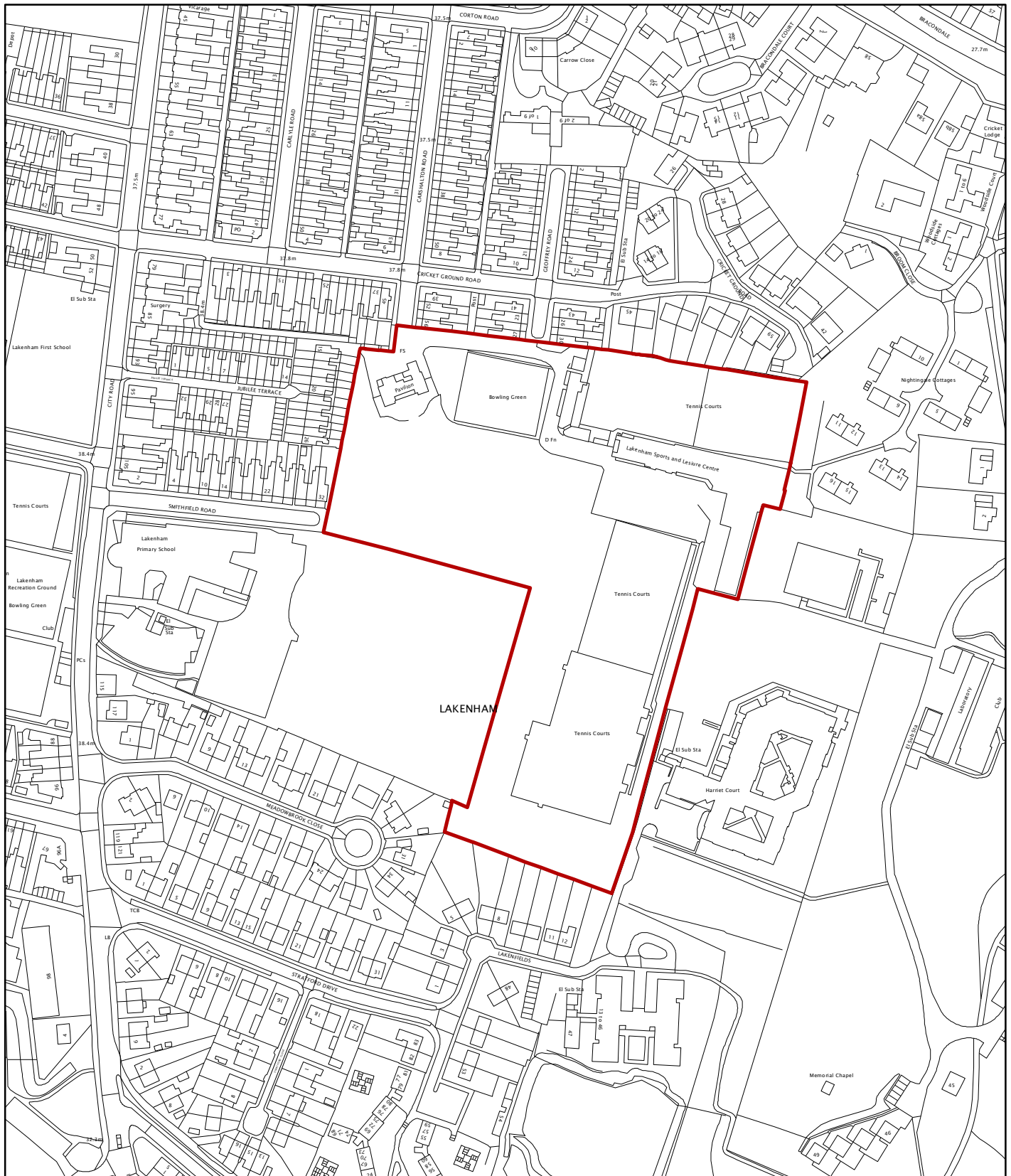
**Reason for
referral** Objection

4(D)

Ward:	Lakenham
Case officer	Mr Lee Cook - leecook@norwich.gov.uk

Development proposal		
Reserved matters of appearance, landscaping, layout and scale of planning permission 12/01885/O 'Outline application to redevelop site to provide 75 No. dwellings (50 No. market, 25 No. Housing Association including mobility accessible dwellings) along with new public allotments, children's playground and five-a-side football pitch' (allowed at appeal ref: APP/G2625/A/13/2195084). (Revised proposal).		
Representations		
Initial proposal		
Object	Comment	Support
18	2	1
Revised proposal		
Object	Comment	Support
3	2	1

Main issues	Key considerations
1 Principle of development	Planning history; policy
2 access	Previous appeal decision; road design and road adoption; parking; servicing.
3 appearance	Design of new dwellings; area setting; heritage.
4 scale	Massing; design; amenity impacts.
5 layout	Internal development layout; site linkages; parking; open space and play space.
6 landscaping	Design and planting specification; tree protection; biodiversity; open space and play space; maintenance.
Expiry date	24 th April 2015
Recommendation	Approve subject to Deed of Variation on S106 agreement



© Crown Copyright and database right 2015. Ordnance Survey 100019747.

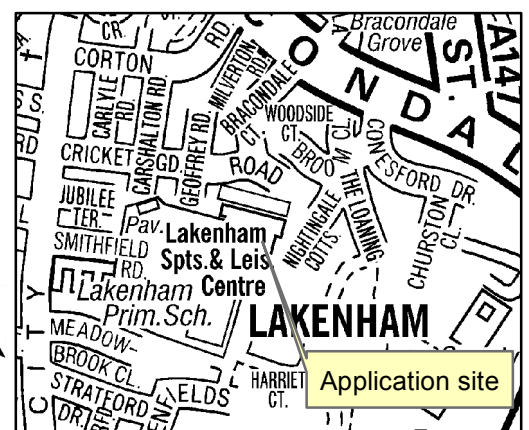
Planning Application No 14/01496/RM
 Site Address Former Lakenham Sports
 and Leisure Centre

Scale 1:2,500



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

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. School playing fields adjoin to the south-west. Previous buildings on the site have been or are in the process of being demolished.

Constraints

2. Parts of the site are shown as designated open space on the adopted local plan policies map, policy DM8. The south-eastern end of the site connects to designated woodland, wildlife site and further open space to the east.

Relevant planning history

- 3.

Ref	Proposal	Decision	Date
04/01210/O	Extensions to existing sports and leisure centre.	Withdrawn	27/01/2005
05/00204/CF3	Proposed school playing field.	Withdrawn	18/04/2005
05/00785/O	Outline Application for Retention of pavilion building and redevelopment of site for centre for sporting excellence (including associated offices, creche, restaurant, bar & conference area) totalling 18,337 square metres, external sports areas, parking and amenity space.	Withdrawn	21/06/2007
12/01885/O	Outline application to redevelop site to provide 75 No. dwellings (50 No. market, 25 No. Housing Association including mobility accessible dwellings) along with new public allotments, children's playground and five-a-side football pitch.	Refused Appeal allowed	01/03/2013 21/10/2013
14/01163/DEM	Demolition of all buildings associated with the former Lakenham Sports and Leisure Club.	Approved	10/10/2014
14/01698/D	Details of condition 6 (Victorian boundary wall) and condition 12 (pavilion survey) of planning permission 12/01885/O.	Approved	04/02/2015

The proposal

4. The application is for the agreement of reserved matters of appearance, landscaping, layout and scale of outline planning permission 12/01885/O.
5. During the application process discussions with the applicant prompted the revision of the scheme.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	75 dwellings of which 3 are bungalows, 59 are houses and 13 are flats
No. of affordable dwellings	25 dwellings of which at present 12 are houses and 13 are flats
Total floorspace	Approximately 7,000 m ²
No. of storeys	1 and 2 storey dwellings are positioned along the north boundary. Leading into the site are 2 and 2½ storey dwellings. More centrally there are two blocks of 3 storey dwellings. Remaining dwellings looking onto areas of open space and central roadways are 2 storeys in height.
Max. height	Approximately – 6.34m single storey, 9.4m two storey, 9.8m two ½ storey, 12.35m three storey
Density	The outline permission reported the development density at 37 dwellings per hectare. Site area 3.18 Ha - open space 1.177Ha - development density at 37.5 dwellings per hectare
Appearance	
Materials	Walls – Mostly red/multi brick (limited buff brick or render) Roofs - pantile or eternit slate
Construction	Cavity wall and pitched roof
Energy and resource efficiency measures	The scheme is being built to building regulations standards.
Operation	
Ancillary plant and equipment	Within the site are positioned a new electric sub-station and a drainage pumping station.
Transport matters	
Vehicular access	Vehicular access is via Carshalton Road and Geoffrey Roads as agreed under the outline permission. Other pedestrian and

	cycle links are provided into Smithfield Road and into the rear of County Hall.
Car parking spaces	Approximately 36 road side plus 14 open space short stay bays and 32 other parking bays adjacent to roadway (82). 22 courtyard spaces. 76 spaces/garage space within curtilages. Total approximately 180.
Cycle parking spaces	Minimum 1 per dwelling plus stands adjacent to main open space
Servicing arrangements	via Carshalton Road and Geoffrey Roads

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing.
7. 19 letters of representation and 2 comments of groups or societies have been received in response to the initial scheme. 4 letters of representation and 2 comments of groups or societies have been received in response to the revised proposals citing the issues as summarised in the table and paragraphs below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
75 dwellings are too many for the site leading to impacts on the wider area. Development will add pressure on existing community facilities.	Paragraph 34
Loss of green space. Redevelopment was not a part of Colman family intention when donating land. Other brown-field land should be developed. More open space should be preserved.	Paragraph 34 to 36, 54
Alternative uses should be sought for pavilion and building kept.	Paragraph 37, 38
Supportive of development to provide employment, meet housing shortages, to tidy up site.	Noted.
Alternative road access should be sought.	Paragraph 35, 40, 41

Issues raised	Response
Pedestrian links to Smithfield Road are required to reduce young pedestrians using City Road/Cricket Ground Road. Cycle link to County Hall to improve access to the Lakenham Way is required.	Paragraph 41
New scheme will add congestion and impact on junctions, roads in and out and City Road/Bracondale/Corton Road which are already under pressure.	Paragraph 40, 42
New scheme will add to rat running problems. Increase in traffic will cause safety issues. Requests for a 20mph zone and speed bumps in wider area.	Paragraph 40, 42 to 44
Impacts on existing parking within the area and CPZ. Requests for CPZ not to be linked with development site. Parking demands in new scheme will increase over time. Most will have 2+ vehicles. Replacement parking on Cricket Ground Road required.	Paragraph 43, 44, 71
Requests to extend existing CPZ to 24/7 due to football parking.	Paragraph 44, 45
Access road widths are too narrow. Not designed for large vehicles.	Paragraph 42
Increased traffic from cars will impact on quiet amenities of the area.	Paragraph 34, 42, 43
Concerns on construction activity timings, use of roads and wheel cleaning.	Paragraph 14, 79
Existing area is lovely example of Victorian housing – scheme brings nothing to improve this. Question Tesco like architecture on open space.	Paragraph 47, 48
Design, materials etc. should reflect the character of the area. Should not be 2½ and 3 storeys in height - not agreed this is in keeping. Will impact on sky-line.	Paragraph 48, 50, 51
Cricket ground Victorian wall is part of local heritage. This should be retained. Geoffrey Road was never intended as an access.	Paragraph 35, 49
Questioned whether there are opportunities to incorporate heritage interpretation into	Paragraph 49

Issues raised	Response
area.	
Planting to screen sub-station.	Paragraph 56
Requirement for 5 a side facility questioned/supported. Additional facilities needed but not shown. Alternative layout/use of open space should be sought.	Paragraph 36, 58
Play area is small and this and allotments are a token gesture.	Paragraph 34, 55, 58, 65, 66
Concern about future development on remaining open spaces.	Paragraph 64, 70
Queried management of allotments and amenity spaces.	Paragraph 61
Impacts on bats. Assessment of ecology impacts. Request for bee-keeping facilities.	Paragraph 62
Landscaping should be wildlife friendly – nectar rich/native species.	Paragraph 61, 62
More trees should be planted. Some mature specimens should be planted.	Paragraph 56, 60, 61
Housing should be fitted with solar panels.	Paragraph 67
Pavements in the area are in poor condition forcing people to walk in the road and safety concerns arise from any increase in traffic.	Highways maintenance issue - team alerted and inspections being made to assess any highways repairs which might be required.
Open consultation should take place. Consultation timeframe is insufficient to allow meetings and responses.	Consultation followed agreed standards. A number of individuals and groups have commented on initial and revised proposals which indicate time allowed to comment was not prejudicial.
Photographic recording of the pavilion should be undertaken and submitted for public record.	See 14/01698/D – information agreed to discharge condition 12 (pavilion survey) on permission 12/01885/O
Demolition of wall could impact/damage existing properties.	This is a party wall issue. However; the proposed extent of wall demolition has been limited to within the footpath area rather than to adjoin buildings or being within front gardens.
Lack of clear statements/information which	Application included supporting planning statement explaining context and detail

Issues raised	Response
support/explain application.	of application together with sufficient drawings to show proposal and to allow for formal consideration.
Disappointment that the appeal was allowed and questioning of Government attitudes. Local objections and previous committee resolution to refuse have been overruled.	The appeal and public inquiry followed set protocols. The Inspector allowed the appeal on the balance of evidence and information before him.
Scheme is greed on developers' part.	No comment.
Adverse impact on property value.	Not a planning issue in this instance. Redevelopment of site is likely to provide some benefits over the current vacant site.

8. **HEART:** a member of the public has emailed HEART to ask if a blue plaque or other heritage interpretation could be put into the new development – with costs of this made as a requirement on the developers. The contact thought it important to remember the original cricket ground and the social history linked to the site.
9. **Lakenham Ward Labour Association - Cllr Patrick Manning:** Comments on problems with shared ownership as part of the affordable housing scheme; nature of works to the Victorian wall and possible consultation with local residents; and CPZ provision and other works that might be possible within the area.
10. **Norwich Society:** The Society has already commented on this application and wishes to reiterate its comments on these revised proposals.
11. We remain disappointed by the poor and inappropriate elevation treatment particularly to the terraces and apartment blocks – plots 56 to 87 and plots 28 to 34. Windows are too small and the three storey apartment units are particularly uninteresting and plain. The revisions indicate additions such as brick patterns on the gable elevations. These are cosmetic changes which do not alter our view that the designs are out of character with the Victorian context of the surrounding Lakenham terraces which still retains a strong visual unity. The elevations try to generate a “country house” appearance which is wholly out of keeping with the site’s surroundings.

Consultation responses

12. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Anglian Water

13. Have no comment

Environmental protection

14. Have no additional comment. Subsequently have been made aware of mud and rubble being left on highway and suggested wheel washing condition and considerate constructors informative.

Environment Agency

15. Have no objection to the application. Matters within our remit will be addressed when the applicant submits an application to discharge Condition 14.

Highways (local)

16. No objection in principle. Have provided detailed comments in relation to road and path design/widths; pedestrian zone; waiting restrictions; extent of adoption; car parking layout; cycle parking; County Hall link.
17. In addition have reviewed parking layout to look at issues of visibility of car parking in some parts of the site where this was a security concern. Have also reviewed requests from local residents in terms of extending controls within the existing controlled parking zone (CPZ), requests for traffic management/speed reduction measures and extent of any separate CPZ for the new development.

Highways (strategic)

18. Request that the footway link to County Hall is a footway/cycleway link at 3m wide. There is a footway/cycleway link near the primary school and one to County Hall would enhance pedestrian/cycle links in this area and help with our developing Travel Plan. Emergency access. Ideally the footway cycleway could serve as an emergency access to County Hall if it were built to 3.7m wide and of an adoptable standard (to be adopted as a shared use footway/cycleway)

Housing strategy

19. No objection in principle. Affordable housing provision is policy compliant and meets housing need for one-bedroom accommodation but not larger family homes. Have provided detailed comments in relation to 'affordable rent' and shared ownership; HCA space standards; one bed houses; materials and colour pallet; housing transfer; boundary treatments; and maintenance of landscaping.

Landscape

20. No objection in principle. Has provided detailed comments in relation to road widths and footpath lay outs; parking bays; typical tree planting detail; detailed soft landscape proposals; LAP & LEAP play area; maintenance; and suggested an advisory for play areas.

Norfolk county planning

21. Have no additional comment.

Norfolk historic environment service

22. The site has been evaluated. There are no archaeological implications associated with the proposal.

Norfolk police (architectural liaison)

23. No objection in principle. Have provided detailed comments in relation to secured by design criteria in particular - construction design points e.g. doorsets, locks, window types, in planning/layout terms issues of parking surveillance, cycle store between plot 56-67 and plot 55 and lighting. .

Natural areas officer

24. No objection in principle. The recommendations of the ecological assessment, and the biodiversity survey and report (the latter covering the possibility of bats roosting in a building scheduled for demolition) should be followed to ensure that the impact on wildlife is minimised and that suitable biodiversity enhancements are put in place. Has provided detailed comments in relation to lighting, fence gaps (permeability) and nesting boxes.

Sport England

25. The proposal relates to a reserved matters submission for residential development and public open space on this former sports ground. The outline application was allowed on appeal following a refusal of consent by Norwich City Council (Ref: 12/01885/O). Sport England objected to this application as it was not considered to satisfy our playing fields policy. However, we accept that the principle of development was established at appeal, therefore we do not wish to make any comments on the reserved matters application.

Tree protection officer

26. No objection in principle. Has provided detailed comments in relation to requirement for and detail of arboricultural method statement.

Assessment of planning considerations

Relevant development plan policies

27. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation

28. Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM4 Providing for renewable and low carbon energy
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM33 Planning obligations and development viability

29. Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)

- Not included in site allocations brought forward

Other material considerations

30. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- NPPF0 Achieving sustainable development
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment

31. Supplementary Planning Documents (SPD)

- Affordable housing SPD adopted March 2015

Case Assessment

32. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

33. Key policies and NPPF paragraphs – JCS4, JCS9, JCS20, DM1, DM8, DM12, DM13, DM33, NPPF paragraphs 9, 14, 17, 49, 73-75 129 and 141.
34. Application 12/01885/O for outline planning permission was initially refused by Members at planning committee in February 2013. However; the decision was subsequently overturned and allowed at appeal ref: APP/G2625/A/13/2195084. The outline permission included matters related to access and establishes the principle to redevelop the site to provide 75 No. dwellings (50 No. market, 25 No. Housing Association including mobility accessible dwellings). Planning policies establish principles of and targets for housing development also having regard to infrastructure, services and local growth. The permission is linked to requirements for community infrastructure levy (CIL) payments to assist in meeting local improvements and in itself serves to meet local housing need.
35. Condition 4 on the appeal decision required reserved matters to follow the principles of the parameters plan 7586/01 revision F submitted with the outline application. The parameters plan shows the arrangement of vehicular routes, approximate location of building areas and location of open spaces. The reserved matters layout largely follows the layout as set out with the main exception of the removal of loop roads within the site. These enclosed the area now proposed for affordable housing and housing close to the proposed link to County Hall. The reserved matter proposal is considered to be in line with the principles of development established previously with the outline permission.
36. The S106 linked to the outline permission also establishes the requirement for affordable housing, open space (which includes new allotments, children's playground and five-a-side football pitch); payment for the establishment of a traffic regulation order for car parking; and payment for replacement sports facilities.
37. The thatched roof pavilion building on the site was included on the Norwich Society's list of locally listed buildings and was recognised as a local landmark. At appeal the Inspector however agreed to its removal subject to a condition requiring photographic and written recording of the building and submission of this report to the Historic Environment Service as a public record. The report and recording have been agreed and acknowledged under application 14/01698/D and the building is free to be removed from the site.
38. In addition under application 14/01163/DEM, for the demolition of all buildings associated with the former Lakenham Sports and Leisure Club, a survey of protected bat species was undertaken to ensure that none of the buildings offered nesting or roosting spaces. No evidence of bats was found within the fabric of the buildings. Demolition methods were agreed as part of that application.

Main issue 2: access

39. Key policies and NPPF paragraphs – JCS2, JCS6, DM2, DM3, DM7, DM30, DM31, DM33, NPPF paragraphs 9, 17, 39, 40, 56 and 61.
40. With the outline application 12/01885/O the vehicular access proposal was for the existing access from Carshalton Road being retained and a new access from Geoffrey Road being created involving the opening up of the existing site boundary

wall at the end of the road. The impacts of such access for the 75 dwellings and other facilities proposed have therefore been assessed with the earlier permission and agreed as being acceptable.

41. The submitted reserved matters follow the agreed access points and principles of vehicular movement previously established with the outline permission. Other pedestrian and cycle links are provided into Smithfield Road and into the rear of County Hall again as previously indicated and agreed. The proposed roadways and turning spaces are designed to adoptable standards. In the circumstances it would not be reasonable to request the application to establish alternative points of vehicular access to the site or to revisit this matter of site access.
42. A number of residents have expressed specific wider concerns related to traffic within the area and how this might be exacerbated by the new development. In considering the justification for off-site traffic mitigation measures we must act reasonably i.e. comparing the previous traffic generation of the leisure use and its proposed use. With the earlier outline application in establishing the principle of development and access arrangements the traffic impacts of residential use were assessed. These were considered to be one of the lowest forms of traffic generation of any kind of development. As this was already a predominantly residential area with a permeable grid of streets, traffic from other new residents was considered to be relatively low and could be absorbed into the local road network. There was considered to be ample capacity and that no strategic roads or junctions would be directly affected. Traffic flows were also considered likely to be more spread over the day compared to surges in traffic from a sporting event with the previous use.
43. The parking for the scheme involves a mix of private car and bicycle parking within plot curtilages (or as a store for the flats) and car parking within areas of the roadways to be adopted. In discussion about the proposal the applicant has agreed to a separate new CPZ for the development area which is in line with local residents requests. Parking is shown to be retained on the sides of Carshalton Road and Geoffrey Road. The design of such parking should also help slow vehicles travelling in the area whilst still retaining a width of carriageway capable of accommodating a range of vehicles likely to visit the site. The costs of preparing regulation orders for the CPZ are included within the S106 agreement for the site. The levels of car parking proposed should cope with expected levels of car ownership with most properties having more than one parking space on site and opportunity to seek a permit for the new zone. Cycle parking and short stay car parking is also shown to be available for use associated with the open spaces and allotments.
44. The issues raised concerning 24/7 permit parking or traffic calming relate to extant issues in the neighbourhood, the new development is not at fault for those matters and so it is not reasonable to require the development to now pay for such measures across the local neighbourhood. It is considered that there is adequate on-site parking proposed with the scheme for the needs of new residents and visitors to the site, and is within a walking and cycling catchment of most people who would use the allotments or new open spaces. It would not be reasonable for the highway authority to require off site mitigation that is not necessary for the development to operate or is not linked to the impact of the development.
45. S106 settlements for the development have been fixed and in legislation it is not possible to revisit those associated with financial contributions. Additionally

developments are now levied CIL for city wide improvements. In meeting relevant tests it is not reasonable to levy other S106 charges in addition to those already agreed, which are directly linked to the development, for resident wishes, no matter how worthy those might be. The transport planner has advised that plans to change the permit scheme operational hours of the wider Cricket Ground Road area would require a budget of approximately £30k for consultation and signage changes, and to traffic calm the neighbourhood would cost approximately £25k+. In the interim it has been suggested that the local community needs to demonstrate that there is consensus for these measures as past experience has demonstrated that often views are divided on CPZ hours and traffic calming. Any subsequent request would then need to be considered against any criteria and programme for city wide improvements as a possible way forward.

Main issue 3: appearance

46. Key policies and NPPF paragraphs – JCS1, DM3, DM9, NPPF paragraphs 9, 56, 60, 61, 64, 131 and 141.
47. The scheme provides a range of detached, semi-detached and terrace dwellings. Entering into the site is terraced housing repeating the line of housing along Carshalton Road and Geoffrey Road. The style of buildings had been questioned in various responses and discussions have taken place to remove some of the design elements which were lending the scheme a rural feel.
48. The scheme now involves a core red brick terrace area as you enter into the site and follows through into the three storey elements on the approach to the main open space on the south side of the site. Roof pitches have been lowered and some of the detailing, such as chimneys, dormers and storm porches, simplified to create a coherence of building expression through the main areas of the site and a stronger urban feel to the development. Existing architectural/building details used in the area has been examined by the developer and elements of these brought into the scheme. This again helps reinforce links to local character and built form.
49. Details of the works to the Victorian wall to enable access through to Geoffrey Road have been agreed under details application 14/01698/D. This recreates the pier entrance approach through Carshalton Road to define a uniform style of entrance to the site. These works propose reuse of bricks removed from the wall to create the opening and also use a repeat of other capping and moulding detail to piers and wall ends. This also helps give a heritage interest to the entrance points to better reflect earlier use of the site. There are other opportunities for heritage interpretation including for example road naming. Also given the comment from HEART a condition is suggested to encourage the developer to investigate other interpretation options such a site sculpture as they have done successfully with other sites developed in the Norwich area. An additional condition is suggested to require agreement of details on this point.

Main issue 4: scale

50. Key policies and NPPF paragraphs – DM2, DM3, NPPF paragraphs 9, 56, 60, 61 and 64.
51. The density of development was established through the outline permission. The indicative plan provided with the outline permission gives an indication of site layout

and appropriate position of taller buildings. Where the road layout and shape of the site ease the proposed buildings closer to existing rear gardens along the north side of the site the buildings have been designed as single storey, or as a continuation of the terrace form or by assessing orientation to help limit amenity impacts.

52. Heights of buildings have been carefully considered to limit any amenity impacts from overlooking or shadowing. Given the size and shape of the site those taller buildings are focused within the central area as the site dog-legs down to the larger open space. The 2½ storey dwellings within the first terrace sections have been redesigned to have their roof/ridge height lowered to help improve the visual amenity impacts that the initial scheme created. Overall the position and variance of height of buildings creates a pleasant mix of built form within the area.
53. The housing officer has confirmed that the dwellings meet with HCA space standards requirements. In addition in terms of a review of minimum internal floor areas as promoted by the RIBA “case for space” and included in the commentary to policy DM2 almost all of the house types exceed the indicative minimum floor area and most exceed these by a large degree. There is an ability to convert dwellings for lifetime homes purposes and the company would normally build in such circulation and facilities standards to meet design criteria for a percentage of such dwellings within the development. The applicant has confirmed that 36% of the dwellings would be built to this lifetime homes standard which is significantly in excess of policy requirements of 10% of homes.

Main issue 5: layout

54. Key policies and NPPF paragraphs – JCS1, JCS2, JCS8, JCS12, DM2, DM3, DM6, DM7, DM8, DM30, DM31, DM33, NPPF paragraphs 9, 17, 56, 58, 70 and 73-75.
55. The reserved matters layout largely follows the layout as set out previously with the outline permission and in principle is considered to be acceptable. Where there have been changes these have been to remove loop roads within the site which result in more effective use of the area to be developed without further impinging on the amount of retained open space previously indicated and agreed.
56. Some changes to the initial layout have been requested to reduce further the potential dominance of roadways into the site and adjoining the main area of open space. The two entrance roads have been narrowed slightly to help reduce potential vehicle speeds and to allow the addition of landscape opportunities through provision of new street trees and also the ability to move parking and the substation away from existing trees on the west side of the site. Edge areas have also been softened by additional planting.
57. Speed tables have been introduced on the road corner where the new footpath links into Smithfield Road and the road layout around the top end of the open space redesigned to remove the turning head from the edge of the open space, to provide an improved shared surface entrance to the area and to rationalise parking spaces for visitors to the field and allotments. These latter changes have been linked with a review of the layout for allotments and 5-a-side pitch to remove the allotments from the root protection areas of trees along the east boundary and to create a less shaded growing environment. Other changes have also enhanced the level of tree planting and other landscaping on the site and open spaces.

58. The 5-a-side pitch is something which has been pulled through from the original application. The intention is that this is not something large and with changing facilities to run as a sporting venue. The idea is to create a space large enough to hold a pitch and that this is line marked to give an option to use this space as an informal pitch. To establish something more formal would create a possible situation whereby the recently formed goals site could start to be impacted on in terms of operation. It is intended as a space for public use as established through the S106 agreement and could become used for a mixed variety of community use/activity for both residents of the development and wider area. The realignment of the area has also presented opportunities to add tree planting along the top edge of the area and to help ease concerns about the relationship of the football use of the open space and nearby housing.

Main issue 6: landscaping

59. Key policies and NPPF paragraphs – JCS1, JCS2, JCS8, JCS12, DM3, DM6, DM7, DM8, DM9, DM33, NPPF paragraphs 17, 56, 58, 70, 74, 75, 109, 118 131 and 141.
60. Initially the two main road widths connecting into the site were quite wide and lacked any significant areas of planting. The other road edge spaces were also lacking to a degree in rationale for layout and planting. This led to a domination of roadway and parking when entering the site and potential conflict in use of open space and parking areas. Some parking spaces on the highway were allocated parking rather than forming part of the possible CPZ area. Some footpath layouts also created conflict with root protection areas of retained trees on site or possibly were not best designed to direct connections to other areas. These concerns have been addressed by revisions to the layout of spaces and roadways to create improved circulation, planting potential and use of spaces.
61. Hard surface areas and highway designs have also been reviewed to allow safe use of the area and promotion of a pedestrian zone with some shared surface spaces and measures to reduce vehicle speeds. Detailed soft landscape proposals have been updated and information provided in terms of landscape maintenance which are now considered to be acceptable and should help create planted links through the site to the established areas of woodland and planting and also to create an attractive environment for the development and pedestrians and cyclists who will pass through the site using the improved connections. The communal open space areas will not be adopted by the Council but will be cared for by a private management company to be set up and contributed towards by the developer/residents of the scheme.
62. The appeal decision under condition 7 requires the scheme to be carried out in full accordance with the protected species report submitted with the outline application and the mitigation and enhancement measures mentioned within it. The agent has confirmed that the development will accord with the content of the ecology report. They have also undertaken surveys of buildings to ensure that no bats were nesting or roosting within the buildings which could have been disturbed during demolition. Additional discussion has taken place in relation to specified tree and shrub species and necessity to provide nesting opportunities for birds. In addition opportunities for permeability for wildlife at low level through fencing; by providing gaps to gates and boundary fences, have been incorporated into the scheme. The scheme overall is considered to be acceptable. However; at present no information has been provided for site lighting and a condition is suggested requiring submission of

further details to ensure minimum disturbance to residents and to protected bat species using the site.

63. The appeal decision under condition 8 requires additional information for tree protection and tree works measures and any works on site to take place in accordance with information forming part of the reserved matters for landscaping. This information has now been submitted for agreement. The majority of trees are to be retained on site and will give a frame to new development on the site. Discussion concerning the layout of the site has had regard to minimising any impacts on existing trees and to agreeing methods for site works. Specific detail of new tree planting pits and road design will additionally be picked up through the section 38 discussions for adoption of the roadways under the highways act.
64. The S106 agreement for the site requires that the agreed open space be available to the public at all times, except for certain occurrences such as maintenance or emergencies. The appeal decision under condition 5 additionally requires submission of details for a timetable for the provision of the open space and play space. This detail has yet to be agreed; however, the extent of open space to be provided has been subject to discussions about landscaping and layout. The total area is now slightly larger than that previously agreed. Changes required to the S106 agreement to reflect the revised plan are discussed below.
65. The scheme includes two play areas and again the location of which was largely established by the parameters plan. These are defined as a local area for play (LAP), a small area of open space specifically designated and primarily laid out for very young children to play close to where they live; and a local equipped area for play (LEAP) an area designated and laid out with features including equipment for children who are beginning to go out and play independently close to where they live. These play areas have been moved closer to the pedestrian/cycle link through to Smithfield Road which is considered acceptable in principle.
66. This slight change also allows some additional rationalization of parking. The road bend adjacent to the play areas and pathway has also be revised to include a speed table and extra tree planting to improve the amenity value of the area and reduce traffic speeds passing nearby. Management of the areas together with maintenance and equipment review has been discussed with the applicant and a management document produced. Given cost implications these areas would not be adopted by the Council. An informative is suggested in relation to landscape advice related to play areas.

Compliance with other relevant development plan policies

67. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes, the agent has provided updated information regarding cycle stores for dwellings within gardens and group stores for flats which provide sufficient on site storage and a response to previous comments on

Requirement	Relevant policy	Compliance
		storage security.
Car parking provision	DM31	Yes the agent has provided updated information regarding car parking and confirmed that they would be happy with the creation of a separate CPZ for the site. TRO costs for this are covered within the S106 agreement.
Refuse Storage/servicing	DM31	Yes, roadways and location of bin stores are designed to allow collection to take place with minimum hindrance and safe manoeuvring of collection vehicles. Communal bin stores are adequate in size. Details of bin purchase are suggested as an informative.
Renewable energy/efficiency	JCS 1 & 3 DM3	Yes, subject to approval of details, the scheme being subject to condition 9 on the appeal decision in relation to this matter.
Water efficiency	JCS 1 & 3	Yes, subject to construction details, the scheme being subject to condition 10 on the appeal decision in relation to this matter.
Sustainable urban drainage	DM3/5	Yes, subject to approval of details, the scheme being subject to condition 14 on the appeal decision in relation to this matter.

Other matters

68. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:
69. S106 Obligations
70. The S106 agreement requires the open spaces to be provided in accordance with the earlier agreed parameters plan 7586/01 revision F submitted with the outline application. This has now changed slightly in terms of the open space arrangement as related to the reserved matters scheme layout and in order to protect provision of these spaces for public use a deed of variation is required on the S106 agreement to reflect details of the new open spaces plan. The agent has agreed to this requirement and prepared a draft deed for final signing and sealing.
71. The agreement also requires payment of a sum towards a traffic regulation order involved with the provision of controlled parking within the site. The agreement also requires a sports commuted sum of £55,000 for use to offset the agreed loss of tennis facilities on the site.
72. Affordable Housing.

73. Whilst the overall layout is acceptable in principle the S106 agreement requires submission of an affordable housing scheme which requires agreement for the units to be provided as affordable housing, tenure type, transfer to a registered provider and thresholds for open market housing occupation before the affordable housing is provided. This has yet to be formally agreed and is subject to further discussion. It is noted that the developer is in contact with interested social housing providers to ensure an appropriate type and tenure are agreed.
74. Surface Water Drainage.
75. The initial decision to allow the development was taken before the newly adopted legislation on dealing with surface water drainage issues. However; the appeal decision under condition 14 requires details of surface water drainage works to be agreed prior to first occupation of the development. Discussions about the design and management of any sustainable drainage system are yet to take place and will likely follow on from any approval of reserved matters set out above.
76. Contamination.
77. The appeal decision under condition 15 sets a precautionary condition in relation to land contamination which is acceptable where sites have been analysed or are considered to be at low risk of contamination. The condition requires that development should stop should contamination not previously identified be found and details of remediation be first agreed with the planning authority. No further controls related to this issue are required.
78. Construction activities.
79. The Council has recently received complaints about dust and mud from vehicles leaving the site during demolition activities. This matter has been raised with the applicant and discussed with highways and pollution control officers. These issues might be more directly related to the demolition contractor rather than those construction contracts to be put in place for main building phase. As a precaution and to encourage good practice a condition related to the requirement for wheel washing of vehicles leaving the site is suggested and an informative for considerate constructors added to the decision.

Equalities and diversity issues

80. There are no significant equality or diversity issues. Safe and level access is being provided as part of the scheme. Local amenity and play facilities are also being provided.

Local finance considerations

81. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
82. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.

83. The scheme would attract a CIL payment for the development subject to possible exemption for the affordable housing element. The earlier S106 agreement covers points related to the loss of sporting facilities and the need to provide for controlled parking on the areas of highway to be adopted. In this case local finance considerations are not considered to be material to the reserved matters application.

Conclusion

84. The principle of development and access has been established on the site by the appeal decision to allow outline planning permission. The proposed development provides an acceptable scheme in relation to those reserved matters under the earlier permission. Revisions to the scheme as negotiated have improved the scheme and adequately responded to local concerns which had been raised with the applicant. Other matters such as extension of CPZ controls or traffic management beyond the site would not be reasonably addressed through this current application and local residents have been advised to consider alternative routes to achieving resolution of these issues. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 14/01496/RM – former Lakenham Sports and Leisure Centre Carshalton Road Norwich NR1 3BD and grant reserved matters subject to the completion of a satisfactory deed of variation to the legal agreement and subject to the following conditions:

1. In accordance with plans;
2. Details of heritage interpretation;
3. Details of allotment fencing, cycle stands, parking bays, shared road surface;
4. Details of lighting scheme;
5. Details wheel washing for construction vehicles

Informatives

- Considerate constructors
- Advisory for play areas
- Impact on wildlife
- Highways contacts, permits, design note etc.


Article 35(2) statement

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 at the application stage the application has been approved subject to suitable land management, adoption, measures to seek compliance with the S106 agreement, appropriate conditions and for the reasons outlined within the committee report for the application.

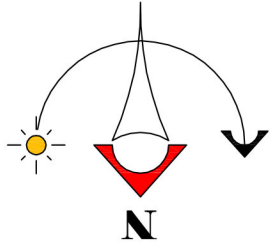
Notes:
Do not scale from this drawing to ascertain dimensions.
Copyright for all designs and drawings shall remain with Hopkins Homes in accordance with the Copyright Act.

Rev	Date	Details
A	04/02/15	Layout revised to incorporate Planners, highways, and all comments received 17/02/15
B	18/03/15	Layout revised to incorporate landscape comments received 17/02/15

PLANNING	
Project:	LAK1
Drawn By:	200 B
Drawing:	Open Space Plan
Scale:	1:1000 @ A
North:	North
Drawn By:	DA
Checked By:	DA
Plot Number:	DW



**HOPKINS
HOMES**
MELTON PARK HOMES
MELTON, VICTORIA
SHEPHERD RD
SHEPHERD RD



Total Open Space.
11,775 sq m



Open Space Plan 1:1000



Do not scale from this drawing to ascertain dimensions.

Rev.	Date	Details
A	04/02/15	Layout revised to incorporate Planners, Highways, Landscape & police comments received 09/01/15
B	18/03/15	Layout revised to incorporate Landscape comments received 17/03/15

[illegible]

<h1>PLANNING</h1>	Project No:	LAK1
	Drawn By:	AA
<h2>Lakenham</h2>	Drawn No:	003
	Drawn By:	AA
<h2>External Works Layout</h2>	Scale:	1:500 @ A1
	Drawn No:	003
<h2>Plot Numbers:</h2>	Drawn By:	AA
	Drawn No:	003

 **HOPKINS
HOMES**

MELTON PARK HOUSE,
MELTON, WOODBRIDGE,
SUFFOLK IP12 1TT

TEL. 01394 446800 FAX 01394 386005

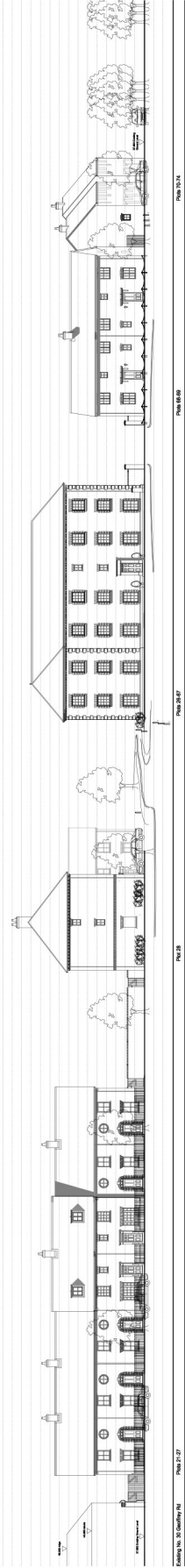


Proposed levels subject to final engineering designs

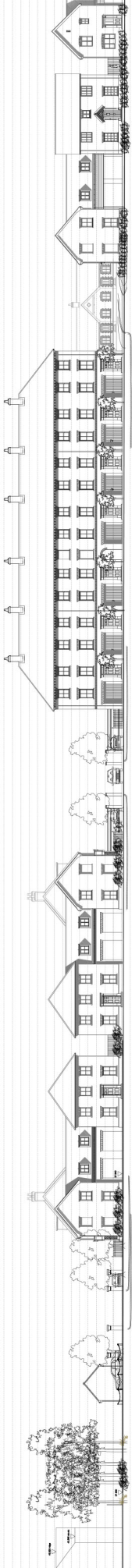
Notes:

Do not scale from this drawing to ascertain dimensions.
Copyright for all designs and drawings shall remain with Hopkins Homes in accordance with the Copyright Act.

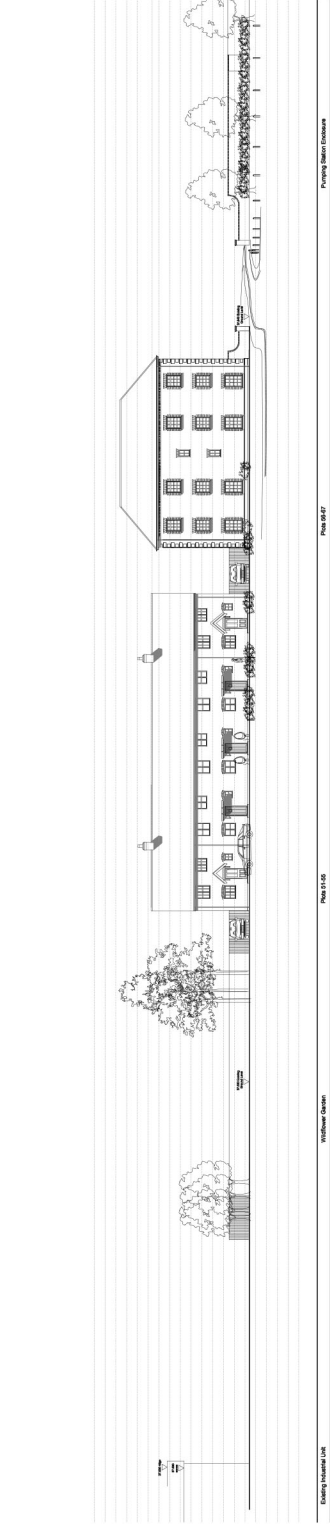
Rev | Date | Details



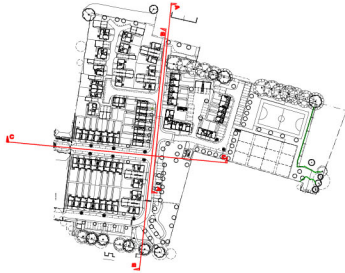
Street Elevation C - C



Street Elevation B - B



Street Elevation A - A



Location Plan
Scale 1:2500

PLANNING			
Project Lakenham	Project No	LAK1	Rev
	Draw No	201	-
Drawing Site Cross Sections	Scale	1:250 @ A1	
	North	North	
Plot Numbers: -	Drawn By	AA	Date 08/02/2015
	Checked By	AA	Date 08/02/2015
	Drawn By	AA	Date 08/02/2015
	Checked By	AA	Date 08/02/2015

HOPKINS
HOMES

MELTON PARK OFFICE
MELTON, WOODBRIDGE
SUSSEX, BN12 1TT
TEL: 01394 448800 FAX: 01394 348605