

**Report to** Planning applications committee

**Item**

14 May 2015

**Report of** Head of planning services

**Subject** Application no 15/00298/RM - Three Score Site, land south of Clover Hill Road, Norwich

**Reason for referral** City council application and site

**Applicant** Norwich City Council

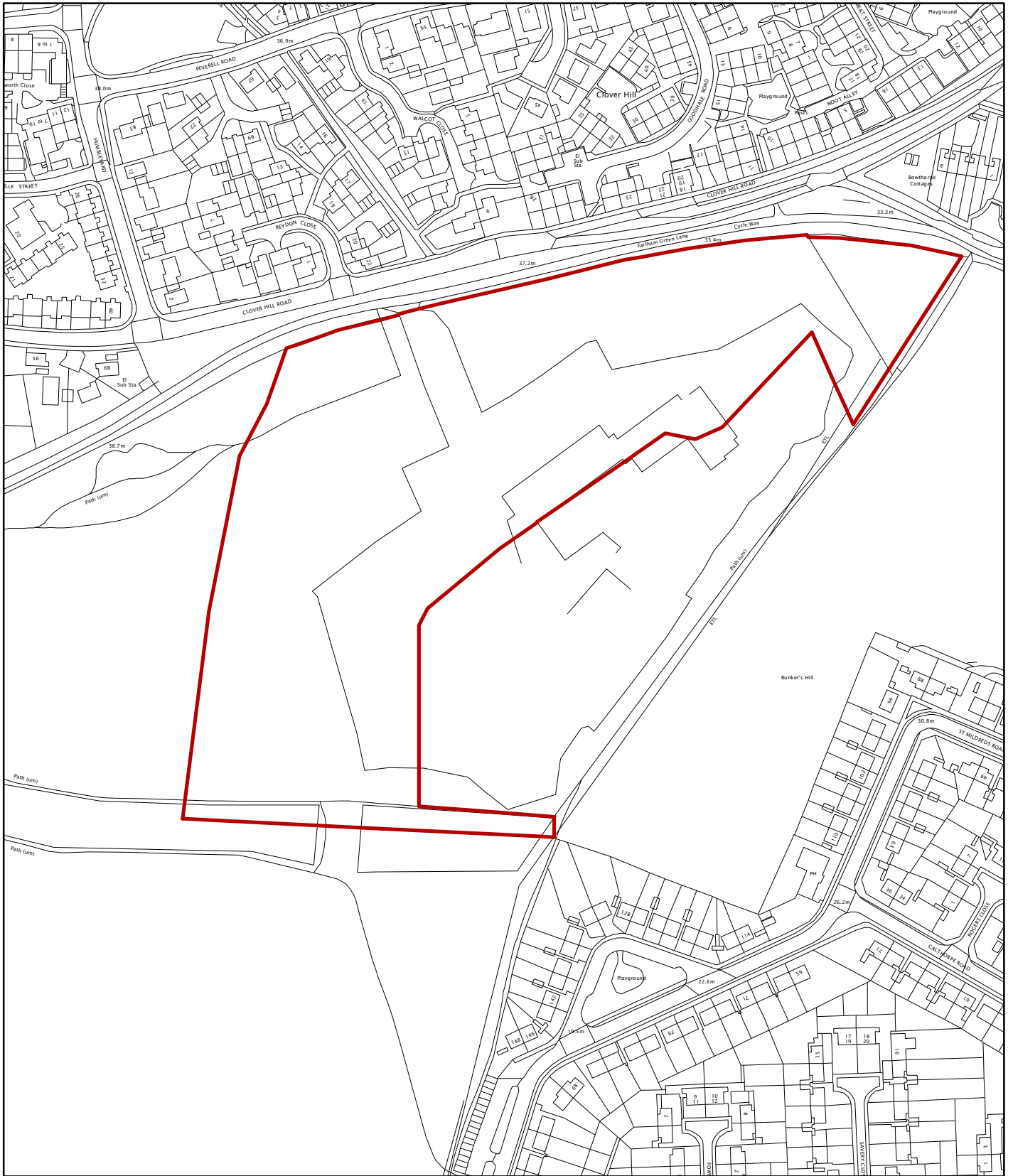
4(D)

---

<b>Ward:</b>	Bowthorpe
<b>Case officer</b>	Steve Fraser-Lim - stevefraserlim@norwich.gov.uk

Development proposal		
Reserved Matters for erection of 172 dwellings and associated works in connection with application 13/02089VC.		
Representations		
Object	Comment	Support
1	0	0

Main issues	Key considerations
1	Principle of development
2	Layout, scale, external appearance and landscape
3	Amenity
<b>Expiry date</b>	6 June 2015
<b>Recommendation</b>	Approve subject to conditions



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

Planning Application No 15/00298/RM

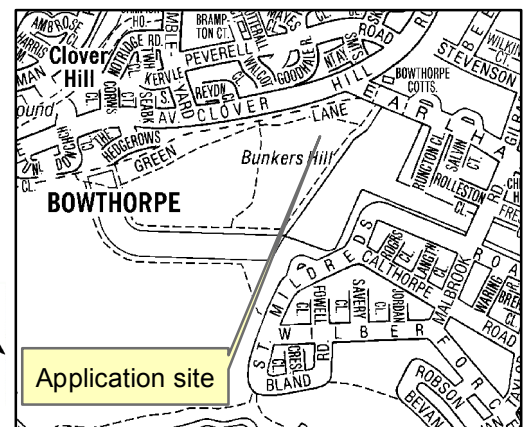
Site Address Three Score reserved matters phase 2

Scale 1:2,500



**NORWICH**  
City Council

PLANNING SERVICES



## **The site and surroundings**

1. Outline planning consent (reference 12/00703/O) was granted in July 2013 for redevelopment of the Three Score site at Bowthorpe with up to 1000 homes, including affordable housing, care home, a new village centre including at least one local shop, public open space and associated roads and infrastructure. The consent was granted following the completion of a legal agreement and the resolution of planning applications committee to approve the application on 14 March 2013.
2. The first phase of development was for a care village comprising dementia care and housing with care units was granted reserved matters consent in March 2014. This phase is currently under construction (ref: 13/02031/RM see planning history). This second phase of development is to take place on land to the north and west of the first phase.
3. The site is predominantly uncultivated grass land and forms the last area of undeveloped land within Bowthorpe as it was initially envisaged in the 1970's.

## **Constraints**

4. The overall site slopes gently from north to south dropping circa 28m and currently consists mainly of uncultivated grassland, but with a tree belt from the northern to the eastern boundary where it joins Bunkers Hill Wood (County Wildlife Site) to the northeast corner of the site. There is a small wooded hollow in the north west part of the site, and hedgerows are an important feature along Earlham Green Lane and along the eastern boundary of the site with St Mildreds Road. To the southwest is a historic double hedgerow known locally as grass lane. Other than the hedgerows and tree belt described above the site has few stand alone trees within its boundaries however scrub has encroached into the site along the northern and eastern boundaries. There is also a line of scrub along the southern boundary adjacent to the existing informal footpath.
5. Bowthorpe and Earlham Marshes (County Wildlife Site and Local Nature Reserve) are located to the south of the site adjacent to the River Yare. This connects the site hydrologically to a number of other County Wildlife Sites downstream. The marshes are covered by river valley policy, are a site of nature conservation interest, publically accessible recreational open space and urban green space. The majority of the application site is outside of flood zones 2 and 3 however a small area within the site adjacent to the southern boundary is within flood zone 2. The application site extends into part of the river valley to the southwest corner adjacent to Dodderman Way.
6. A number of overground electricity lines cross the site, high voltage cables are located to the southwest corner with low voltage cables across the centre and east of the site. Foul water sewers serving existing areas of Bowthorpe also run across the site and join the Yare Valley Sewer to the south. The south eastern half of the site is covered by ground water source protection zone 1.

## Relevant planning history

7.

Ref	Proposal	Decision	Date
12/00703/O	Redevelopment of site with up to 1000 homes, including affordable housing, care home, a new village centre including at least one local shop, public open space and associated roads and infrastructure.	APPR	08/07/2013
13/02031/RM	Reserved matters of appearance, landscaping, layout and scale for part of permission 12/00703/O as varied by 13/02089/VC for the erection of a care village comprising 80 apartment dementia care and 92 flat housing with care schemes, provision of associated landscaping, car parking, open space and infrastructure.	APPR	14/03/2014
13/02089/VC	Variation of Conditions 8 (spine road), 10 (lighting of spine road), 28 (roads, footways and cycleways) and 47 (fire hydrants) of previous planning permission 12/00703/O in order to change the trigger point for submission of details.	APPR	12/03/2014

## The proposal

8. The proposals are for 172 dwellings comprising predominantly houses but with a number of blocks of flats of 3 and 4 storey scale, situated on the outside edges of the site adjacent to Clover Hill and the proposed spine road along the western boundary of the site. The proposed development is arranged in a series of development zones (A, B, C, D) all accessed from the main spine road on the western boundary of the site.
9. All zones are designed around the principle of traditional connected streets with houses fronting streets, with back gardens to rear and 'homezone' shared surfaces used wherever possible. A series of secondary accesses are also proposed onto the spine road, to facilitate this connected layout, although some of these are for cyclists and pedestrians only. Car parking is provided as on street spaces which are not allocated to a particular dwelling or some rear parking courts.
10. The development incorporates areas of green space in the form of a 'Greenway' which follows a main pedestrian desire line and links Clover Hill with the extra care home, and later housing phases to the south. In addition a private communal garden is proposed at the rear gardens of some of the dwellings within Zone C and a drainage basin, with boardwalk and interactive landscaping, is proposed at the

eastern corner of the site within zone D. These green spaces will incorporate informal opportunities for children's play within the landscape design.

11. The reserved matters have been screened under the EIA regulations as a subsequent application within the terms of the regulations (being subsequent to the approved outline consent which was subject to an environmental statement). The likely environmental effects of the subsequent application were considered as was the environmental information already available and it was not considered necessary to request a further environmental statement for this application.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	172
No. of affordable dwellings	57 (33%) with 85% of these units are for social rent and 15% to be intermediate tenure.
No. of storeys	2-4 storeys
Density	37-46 Dwellings per hectare
<b>Appearance</b>	
Materials	Brick, timber, render facades
Construction	Conventional brick and blockwork construction.
Energy and resource efficiency measures	106-112 Homes will be accredited to 'Passivhaus' standard with remaining 60-66 homes achieving Code for Sustainable Homes level 4.
<b>Transport matters</b>	
Vehicular access	Three new vehicle accesses proposed from the proposed spine road.
No of car parking spaces	241 spaces (average of 1.4 spaces per dwelling across the site).
No of cycle parking spaces	1 space per flat. Houses have gardens where cycles can be stored.
Servicing arrangements	From proposed residential streets.

## Representations

12. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 1 letter of representation has been received citing the

issues as summarised in the table 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
Proposals are out of scale and character in relation to the village feel of Bowthorpe.	See main issue 2
Proposals will result in overlooking and loss of privacy, in particular from inappropriate roof terraces and the four storey block of flats.	See main issue 3
Insufficient car parking is proposed.	See policy compliance table

### **Consultation responses**

13. 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.

### **Environment Agency**

14. No objection. The submitted Flood Risk Assessment is acceptable subject to attachment of conditions with regard to surface and foul water drainage and contamination.

### **Highways (local)**

15. The proposals have evolved from following pre-application discussions with regard to road layout and car parking. The proposed shared surface connected street layout is acceptable, as is the car parking strategy comprising a mix of on street and parking court spaces. There are limited opportunities to improve the design of shared surfaces to make them less car dominated and prevent inappropriate parking.

### **Landscape**

16. Landscape proposals are acceptable in principle. However concerns are raised with regard to integration with the proposed footway / cycleway which runs to the south of the extra care home and the proposed dwellings within the eastern corner of the site, the care home landscaping and the proposed community garden.
17. The proposed greenway is supported. However concerns are raised with regard to obstruction of the cycle routes by play provision, poor alignment at the northern end and confusing surface materials.
18. The proposed communal garden is also supported but will need to be well managed. Consideration should be given for new occupiers to design this space according to their needs.

19. Further clarification is required with regard to landscaping details and concerns raised with regard to proximity of some housing (house type J1) adjacent to trees fronting Clover Hill.

### **Norfolk police (architectural liaison)**

20. Concerns raised that some car parking within zone D is poorly surveyed by proposed housing and could be vulnerable to car crime. This is exacerbated by un-surveyed, un-gated access routes allowing means of escape, and resulting in exposed rear gardens to properties. Consideration should be given for gates to secure these areas. Rear gates to gardens should also be lockable. Dwellings should meet physical security requirements of Secure by Design.

### **Assessment of planning considerations**

#### **Relevant development plan policies**

21. **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
  - JCS5 The economy
  - JCS6 Access and transportation
  - JCS9 Strategy for growth in the Norwich policy area
22. **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
  - DM11 Protecting against environmental hazards
  - DM12 Ensuring well-planned housing development
  - DM28 Encouraging sustainable travel
  - DM30 Access and highway safety
  - DM31 Car parking and servicing
  - DM32 Encouraging car free and low car housing

#### **Other material considerations**

23. **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

## **Case Assessment**

24. 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**

25. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.
26. The principle of residential development has been established as part of earlier outline planning permissions on this site (12/00703/O and 13/02089/VC). As such this current application is for reserved matters in relation to appearance, layout, landscaping and scale of the proposed housing only and no consideration of the acceptability of housing on this site is necessary.
27. The parameter plan approved as part of the original outline consent indicates four development zones (X, Y, Z, U, and parts of V and W) which correspond roughly with the proposed development zones submitted as part of this reserved matters application. The parameter plan allows for development of up to four stories adjacent to the spine road and parts of Clover Hill Road, and up to three stories adjacent to the eastern part of Clover Hill Road and Bunkers Hill Wood. A maximum number of dwellings are permitted in each zone and a development density of 37-46 dwellings per hectare. It is not possible to make direct comparisons between the development zones in the reserved matters submission and those identified in the parameter plan, as they are of different size and shape, due to changes in road layout and the nature of the first phase of development. However the proposed reserved matters are in broad accordance with these approved parameters.
28. The outline planning applications 12/00703/O and 13/02089/VC included a S106 agreement requiring that 33% affordable housing is provided across the whole of the Three Score development as part of all phases (85% social rent and 15% intermediate). The proposals include 33% affordable housing (85% social rent and 15% intermediate) within this second phase which is in line with requirements of the outline consent. Later phases will need to ensure that the 33% site wide requirement is met.



## **Main issue 2: Layout, scale, external appearance and landscape**

29. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
30. The proposals comprise a layout designed around the principle of traditional connected streets with perimeter blocks of terraced houses fronting streets, with back gardens to rear and 'homezone' shared surfaces used wherever possible.
31. Houses range in height from 2-3 stories and larger 4 four storey blocks of flats are located in prominent corner locations which mark entrances and routes into and through the site from Clover Hill and the spine road. The building heights of the terraced houses are appropriate for a residential area such as Bowthorpe. It is acknowledged that the 4 storey blocks are larger than other dwellings adjacent to Clover Hill Road. However this scale is considered appropriate as it would highlight key movement routes through the development and the wide, spacious character of Clover Hill Road is capable of accommodating such a scale of development without it appearing unduly dominant or overbearing. In addition it is noted that 4 storey development is in accordance with the parameter plans approved as part of the outline consent. As such the proposed building heights are considered acceptable.
32. The connected street layout is permeable and legible, allowing pedestrian and cycle movement through in a variety of directions along easy to understand routes. In addition the proposed layout ensures that all dwellings have defensible space between the front doors and the street but ensures that street is well surveyed and overlooked. Provision of benches within front gardens to encourage use of this space and social interaction between neighbours is particularly welcome in terms of encouraging natural surveillance and street activity. Car parking is integrated into the streets and will be well surveyed by surrounding houses. The proposed shared surface streets will reduce vehicle speeds, and create a more pleasant residential environment for walking, cycling, human interaction and children's play.
33. The eastern section of this site (zone D) departs from this layout as the front entrances to some of the dwellings (type J1) are located at the rear gardens of houses fronting the street. The parking courts are also located at the rear of these dwellings. Police liaison comments have raised this unconventional arrangement as a concern, citing potential for increased crime and anti-social behaviour.
34. These concerns are noted. However the narrow shape of the site in this location makes it more difficult to design a perimeter block. In addition dwellings facing northwards in this location would result in more interference with mature trees adjacent to Clover Hill Road, and would result in increased pressure for pruning of these trees in future. The proposed south facing house type would result in less interference to trees and would maximise solar gain and result in improved environmental performance. There would still be some natural surveillance of the parking court and footpaths from the south facing windows and terraces of the J1 house types. As such on balance the layout of the development in this area of the site is considered acceptable.
35. The larger flat blocks are designed in a simple contemporary manner with elegant, clean and simple brick facades. The terraced houses are also designed in a contemporary manner but feature a number of design elements which make reference to more traditional house types, such as pitched roofs of different form

and a mix of render, brick and timber facades. Overall the contemporary architectural approach would appear as distinct from earlier phases of Bowthorpe. However it is of high quality and would help to tell a storey of the different patterns of development which have occurred in Bowthorpe over time, thus adding to the local distinctiveness of the area. Conditions are required to ensure that crisp, contemporary details as promised by the submitted images are delivered during the construction phase.

36. Concerns of the landscape officer with regard to integration of the footpath to the south of the extra care home and the development are noted. This issue has been raised with the applicant and revised plans have been submitted indicating how this footpath relates with the areas of open space proposed around the drainage basin. And other footpaths and highway within the development. In addition landscaping details around the proposed blocks of flats has also been revised in order to provide defensible space for ground floor flats as well as an attractive frontage to these prominent buildings.
37. The provision of informal opportunities for play and interaction between residents within the greenway, open space around the drainage basin, and the communal garden are welcomed. The proposed communal private garden area is a new concept and officers were initially concerned that this space could be poorly overlooked and subject to antisocial behaviour. Details have been provided to show how it will be surveyed from the rear of the adjacent houses and secured to control access, and future occupiers would be aware of the more communal provision of amenity space. As such this space could provide an attractive environment for future occupiers. Conditions are proposed requiring further details of the private communal garden, including management arrangements, to allow these to change subject to liaison with future residents. Conditions requiring detailed landscaping proposals including species type and number are also proposed in order to address the comments raised by the Council's landscape officer. Subject to these conditions, the proposals would demonstrate a good urban design approach, supported by an adequate landscaping strategy, in accordance with aforementioned policies.

### **Main issue 3: Amenity**

38. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
39. The proposed dwellings are of sufficient size that they would meet the floorspace standards specified within policy DM2. In addition all houses would include front and rear gardens, and in some cases roof terraces, which would provide adequate outdoor amenity space. In addition all flats have the benefit of a balcony or terrace to provide some outdoor amenity space for occupiers. As such the proposals would provide a good standard of amenity for future occupiers.
40. The proposed roof terraces will allow some overlooking views into the gardens of some of the proposed dwellings. However this is minimised through use of screens in some cases, and given that the presence of roof terraces will be known to future occupiers before they move in, this arrangement is considered acceptable. As such the proposals are not considered to provide a good standard of amenity for future occupiers.

41. Concerns with regard to potential for overlooking of gardens and windows of neighbouring dwellings situated on the north side of Clover Hill Road are noted. However these properties are situated approximately 30m from proposed development across the width of Clover Hill Road and as such this level of separation is considered sufficient to prevent undue overlooking and loss of privacy to the existing occupiers of adjacent dwellings.

## **Compliance with other relevant development plan policies**

42. 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.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Cycle storage	DM31	Yes, cycle parking for houses can be provided within rear gardens. Flat blocks have dedicated cycle stores in accordance with standards.
Car parking provision	DM31	Yes, proposals are in accordance with parking standards within the appendix of the Development Management Local Plan. The proposed parking provision strikes a balance between meeting the car parking needs of the development, and not resulting in overprovision of car parking which would encourage unsustainable modes of transport and result in an unattractive car dominated layout.
Refuse Storage/servicing	DM31	Yes, proposed shared surface streets form a connected layout, so provision of large turning heads for refuse vehicle is not required.
Energy efficiency	JCS 1 & 3 DM3	Yes, the majority of the proposed dwellings would achieve 'Passivehaus' standard. Passivehaus is a design approach which seeks to minimise energy consumption / carbon emissions through very high levels of insulation and air tightness. As part of the Passivehaus approach Mechanical Ventilation Heat Recovery (MVHR) units are incorporated within these units to ensure that heat loss / gain is minimised so that dwellings maintain an even temperature throughout the year. The development will be one of the largest such Passivehaus developments in the country. Non passivehaus units will meet Code for Sustainable Homes level 4. As such the proposals more than meet policy requirements and demonstrate an excellent response to

Requirement	Relevant policy	Compliance
		climate change mitigation and adaptation.
Water efficiency	JCS 1 & 3	Yes all units to achieve Passivehaus or Code for Sustainable Homes level 4.
Sustainable urban drainage	DM3/5	Yes, submitted Flood Risk Assessment is acceptable subject to conditions as recommended by the Environment Agency.
Tree protection	DM7	Some of the proposed dwellings within zone D are in proximity to existing trees adjacent to Clover Hill Road. The submitted Arboricultural report considers that the proposed dwellings can be constructed without harming these trees. In addition as the trees are within an area envisaged for development within the parameter plans it is considered that subject to suitable protection measures the proposals as secured by condition would not result in undue harm to trees, in accordance with policy DM7.
Biodiversity	DM6	Yes subject to mitigation in the form of landscape design and management.

## Other matters

43. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation: List relevant matters.

## Equalities and diversity issues

44. There are no significant equality or diversity issues.

## S106 Obligations

45. The S106 agreement as part of the outline consent secured the full range of contributions, in order to meet the needs of the development, including this phase.

## Local finance considerations

46. 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.

47. 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.

48. In this case local finance considerations are not considered to be material to the case.

## **Conclusion**

49. The proposed reserved matters are broadly in accordance with parameters set within the parameter plans of original outline consent. The proposed layout and architectural approach for the development would appear as distinct from earlier phases of Bowthorpe. However it is of high quality and would help to tell a story of the different patterns of development which have occurred in Bowthorpe over time, thus adding to the local distinctiveness of the area.
50. The proposals would provide an acceptable standard of amenity for existing and future occupiers, are highly energy efficient, and provide an appropriate number of car and cycle parking spaces. The development is therefore 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. 15/00298/RM - Three Score Site Land, South of Clover Hill Road, Norwich and grant reserved matters consent subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Landscaping in accordance with the plans submitted and further landscaping details to be agreed including: levels, kerbs, measures to prevent vehicles entering open/green space, boundary treatment elevations, hard surfacing materials, including a management plan.
4. Details of materials including: Bricks, render, tiles, windows, rainwater goods, balconies and soffits, roof terrace screens.
5. Details of communal private garden, including management arrangements
6. Tree protection in accordance with the AIA
7. Method for removal, storage and re-use of topsoil in full accordance with supplementary ecology statement;
8. Method statement for the protection of the grassland areas indicated to be protected during development to be submitted and agreed, including details for restoration should the areas be impacted during construction activity.
9. Conservation (ecology) management plan for the site.
10. Details of surface water drainage
11. Contamination, submission of remediation strategy if contamination found
12. No infiltration of surface water into the ground without express consent of the local planning authority.

## **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 the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



Scale 1:500  
A1



North arrow pointing upwards.

**PL for Planning Submission**  
**S2 - Fit for Information**

**BARRON + SMITH ARCHITECTS**

**NORWICH**  
City Council

Project Name  
Phase 2

Project Site Plan

15-1-1086 DR-A 010







