

Report to Planning applications committee

Item

14 February 2019

Report of Head of planning services

Subject Application no 18/00372/O - Norwich Community Hospital, Bowthorpe Road, Norwich, NR2 3TU

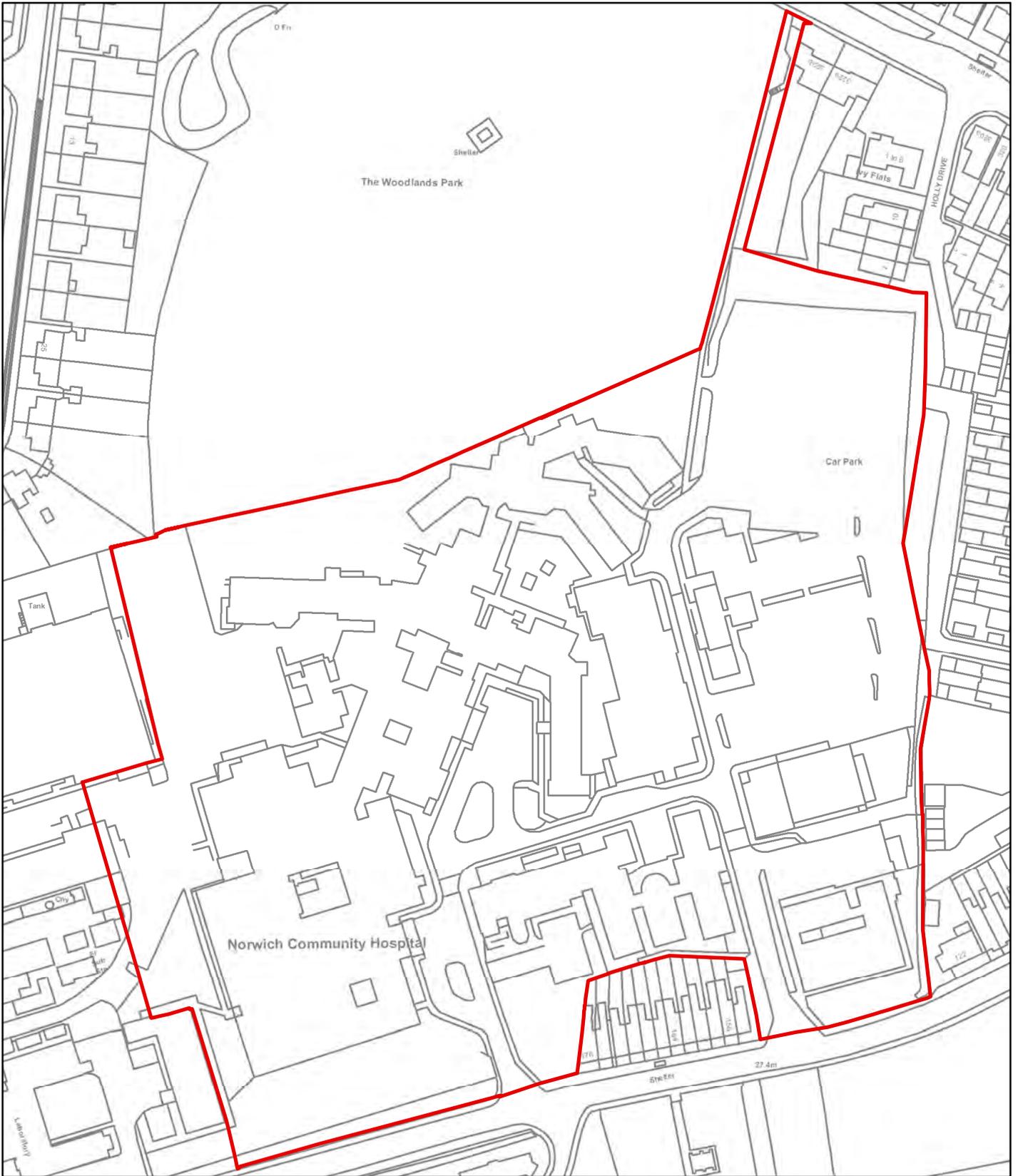
4(a)

Reason for referral Objections

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

Development proposal		
Outline application including matters of access for redevelopment of the site (excluding the Mulberry Unit and Lift Building) to provide a new hospital; residential care home; extra care units; key worker units; change of use of Woodlands House to provide residential units; mixed provision of ancillary office space, independent B1 space, A1 retail space; and associated car parking and landscaping.		
Representations		
Initial proposal		
Object	Comment	Support
17	0	0
First revised proposal		
Object	Comment	Support
16	0	0

Main issues	Key considerations
1 Principle	Provision of housing; Loss of / reorganisation of site uses. Ancillary activities.
2 Land stability	Impact on the wider area. Capacity of site to be developed.
3 Amenity – Design	Impact on amenities of neighbouring properties (outlook, privacy, building impact). Building or use impacts on future / existing residents. Scale, layout and landscape space design. Character of area.
4 Flood risk	Surface water drainage strategy.
5 Contamination	Foundation techniques. Protection of ground water and human health.
6 Transport	Suitable access. Provision of parking and servicing.
Expiry date	21 June 2018
Recommendation	Approve subject to S106 agreement

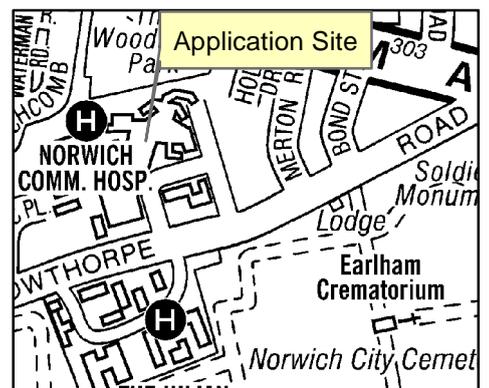


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Planning Application No 18/00372/O
 Norwich Community Hospital
 Site Address Bowthorpe Road
 Scale 1:1,500



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The site is on the north side of Bowthorpe Road, opposite the Julian Hospital and Earlham Cemetery. To the north, the site borders the Woodlands Park and housing. To the east, there is terrace housing beyond a parking / garage court. Further residential properties are located along Bowthorpe Road and in part are to the south of the hospital site.
2. Land to the west is controlled by NHS Property Services and includes a number of redundant hospital buildings which have now been separated from the application site.
3. The site has existing access roads from Bowthorpe Road and the land to the west has a separate access from the main hospital site. This is immediately adjacent to an existing bus stop. Crossing facilities are located on Bowthorpe Road close to the main entrance. The site also links through into Dereham Road via the walkway along the east edge of Woodlands Park.

Constraints

4. The north-west corner of the site and Property Services land is identified under site allocation R37 for housing development in the region of 80 dwellings and this allocation indicates an overall site area of 2.6 hectares.
5. Woodlands Park is a designated woodland area which has some public access (from Dereham Road area) for use as open space. Land south of Bowthorpe Road forms a designated Historic Park. Both areas to the north and south are shown as County wildlife sites. The mature landscape setting on and adjacent to the site is an important aspect for the area and part of the site is covered by a TPO. The earlier site development has created a relatively open and attractive green frontage to the site.
6. The site has main access from Bowthorpe Road for vehicles. The road serves as a minor link to and from the outer ring road and beyond and to the main arterial route along Dereham Road. Immediately in front of the site is a bus stop. The site has existing, and potential for new, pedestrian and cycle links through the area.
7. The site is bounded on the north-eastern, east and south sides by existing housing. That to the east and south is mainly in the form of terraced housing whilst that to the north tends to be older style housing with larger rear gardens backing onto the site or smaller semi / detached housing within Holly Drive. The development area will be adjacent to future residential development allocated along its western boundary.
8. There is utilities equipment, potential AW assets, pumping infrastructure and mobile phone equipment on the overall hospital site.
9. The site is more or less level and there are no major land level changes within the site apart from a gradual sloping decline from north to south. However; some areas adjoining the site appear to be at lower levels. Ground stability issues are known to the east of the hospital area.

Relevant planning history

10. The northern area within the site was formerly occupied by older hospital buildings which have recently been removed. The remaining site has a range of medical, care or hospital facilities. Early history relates predominantly to the development of medical buildings, car parking, provision of site lighting and plant and machinery on the overall larger site.

Ref	Proposal	Decision	Date
4/1989/0478	Erection of two storey extension and alterations to Public Health laboratory.	Approved	19/06/1989
4/1992/0385	Erection of a single storey extension to the Bertram Diabetes Centre.	Approved	22/09/1992
4/1993/0187	Extensions to ward to give additional storage and circulation space, and refurbishment.	Approved	20/04/1993
4/1993/0410	First floor extension and alterations to maxillo facial unit.	Approved	30/06/1993
4/1993/0876	Conversion of storage areas to offices and minor external alterations.	Approved	03/12/1993
4/1994/0893	Extension of car park.	Approved	23/02/1995
4/1995/0548	Installation of three portakabins.	TEMP	21/07/1995
4/1995/0950	Redevelopment of site for acute elderly health care.	Approved	17/07/1996
4/1995/1003	Extension to disablement services centre.	Approved	30/01/1996
4/1996/0019	Alterations and extension to existing workshop building to form research unit.	Approved	15/02/1996
07/01213/F	Provision of modular building within public car park to accommodate existing crèche/Day Care Nursery.	Approved	21/01/2008
08/00423/F	Formation of 70m ² (280m ³) plant room extension to former kitchen at Norwich Community Hospital together with external alterations in connection with the conversion of the kitchen into a Sterile Service Department.	Approved	13/06/2008

Ref	Proposal	Decision	Date
09/00341/F	Erection of 48 bed ward at Norwich Community Hospital with associated access arrangements and parking.	Approved	14/07/2009
16/01756/F	Extension to waiting area of Biomechanics Department.	Approved	31/01/2017
17/01986/DEM	Demolition of the redundant ward blocks at Norwich community Hospital.	Agreed Prior Approval	09/02/2018
18/00383/F	Proposed bin store and bat roost.	Approved	02/08/2018

The proposal

11. The initial proposal was for outline consent including matters of access. This provided for the redevelopment of the site (excluding the Mulberry Unit and Lift Building) to provide a new hospital; residential care home; extra care units; key worker units; change of use of Woodlands House to provide residential units; mixed provision of ancillary office space, independent B1 space, A1 retail space; and associated car parking and landscaping.
12. The Mulberry Unit which is reasonably central to the site and adjacent to the main existing surface car park would be retained. This houses the hospital's inpatient wards and is a modern building suitable for retention and re-use.
13. The single storey Lift building is sited in the south-east corner of the site. The LIFT site forms part of the NHS demise, however is let to an independent source. The LIFT Company (Local investment finance trust) is a public private partnership and is not owned by the NCHC but the freehold of the property is. The building is single storey and represents an underuse of this part of the site. To maximise site development options it has been asked and agreed that this site is within the application area.
14. With the original submission were a number of height and floorplate parameters to indicate potential for new development within the overall site. The application also included a Masterplan to inform the layout of the site and position of new uses / buildings which could be followed as a guide to future reserved matters and to give some certainty that development was feasible. The application also included maximum floor space for various proposed uses.
15. Following discussion about local concerns over development impacts the agent has agreed to remove the Masterplan, parameters plans and floor space indicators from the application. The resultant application is for outline consent for access and development for the types of uses identified within the application description.

16. Access for vehicles would be via Bowthorpe Road. There is also suggestion for pedestrian and cycle access east-west through the site and to the north onto Dereham Road (possibly including options to access Woodlands Park).

Representations

17. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Statement received prior to validation of application signed by 13 residents – comments related to ground stability, local amenity and transport issues.
18. 17 representations and 1 comment of groups or societies have been received in response to the initial application consultation on the scheme. 16 representations have been received in response to the revised proposals / documents including a letter and petition signed by 39 and 2 later (41) signatories and a joint response from Merton Rd and Holly Drive residents citing the issues as summarised in the table and paragraphs below.
19. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Unstable ground	Issues 1, 2, 4 and 5
Loss of sunlight Overshadowing / Loss of outlook Overlooking and loss of privacy	Issues 1 and 3
Highway Issues, Traffic Generation	Issue 6
Trees	Para 138 - 141
Nature Conservation	Para 120 - 126
Layout and Density of Building Design	Issue 3 and para 135 - 141
Lighting at Night	Issue 3 and para 123
Access to the Woodlands Park	Para 138, 141 and 145
Supports the principle of re-development	Noted

20. **Norwich Society:** The Committee would like to request a presentation of these plans if possible and members were urged to read the very considered comments submitted by the Residents' Group.
21. **Cllr Carlo:** Supports the principle of re-developing the present site for hospital and health care related purposes. However, has strong concerns over the proposed re-development of the car park to the east of the site due to the potential instability of

the ground conditions here. Also, in the event of the applicant being able to demonstrate the suitability of the site's ground conditions, would advocate a reduction in the impact of the proposed Care Home and Key Workers Housing on neighbouring residents in Merton Road and Holly Drive. Detailed comment received in relation to ground conditions – need for extensive site investigation; need for better communications between the applicant and local residents; impact of proposed care home building on local residents; and travel and safety issues.

Consultation responses

22. 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 (AW)

23. No objection in principle. Comments provided on local assets, that Whitlingham Trowse Water Recycling Centre will have available capacity for waste water treatment; foul drainage capacity and concern about flooding downstream, foul sewer connections, surface water disposal and connection; concern that the initial surface water strategy/flood risk assessment submitted with the planning application relevant to Anglian Water is unacceptable with evidence being provided to show that the surface water hierarchy has been followed; agreement required to discharge trade effluent; and also suggested informatives.
24. To respond to concerns about foul drainage and surface water disposal have suggested conditions requiring agreement of foul water strategy and surface water management strategy.

Design and conservation

25. No objection in principle. Has provided detailed comments in relation to development vision; site area Masterplan; demolition and setting of heritage assets; green infrastructure; relationship to neighbouring homes and pedestrian circulation.

Environment Agency (EA)

26. The application does not specify a means of foul drainage. As the site is in a sewered area, it seems likely that the applicant intends to connect to the public foul sewer, which is the first preference on the foul drainage hierarchy. Request confirmation that this is the case. If not, would raise a holding objection to this application as it is a major application potentially proposing to use non-mains foul drainage.
27. Have been consulted on this application due to land contamination. Initially withheld comment but have subsequently suggested conditions relating to deal with the risks associated with contamination of the site; verification report demonstrating completion of works; to stop works and deal with any unidentified contamination which is found during works; to agree details of surface water drainage systems Piling or any other foundation designs using penetrative methods to ensure that there are no resultant unacceptable risk to controlled waters. Also provided technical guidance.

Environmental protection

28. No objection in principle. Satisfied that the issues have been identified and that local residential premises can be adequately protected from noise. Details of plant and mitigation measures will be required as detailed plans are brought forward to ensure compliance with the noise impact assessment.

Environmental services

29. No objection in principle. There isn't a particularly clear plan showing where waste and recycling units would be sited/stored. Providing there is sufficient vehicular access, the bins are no more than 5 metres from the road and access is level there shouldn't be an issue.

Fringe project assistant

30. No objection in principle. Agree that there is potential here to look at some partnership working between NCC and the management team from Bowthorpe hospital with the aim of improving access in and around the woodlands natural area and green space from the hospital.
31. The site is already used informally by hospital staff, however that usage could be much improved with better paths and appropriate woodland improvement works and the woodland could then provide an excellent opportunity for residential patients to access the outdoors with all the health benefits that are associated with being in a natural area and walking outdoors.
32. These points are raised within the draft management plan that is being developed for the woodlands and the main limiting factor on improving paths and access into the wood from Bowthorpe hospital is funding, so would question whether funds could be made available such as section 106 to improve access and facilities within the wood if the hospital wish to pursue this.

Highways (local)

33. No objection on highway grounds. With regard to the matters included the highway and parking approach appears acceptable in principle i.e. means of access, site uses, and associated car parking. Accepts the proposed site layout and provision of 400 space underground car park and small surface car parks. There may be a need for crossings to be appraised on Bowthorpe Road and Dereham Road to enable walk/cycle provision and revisions to bus stop locations. Provided other detailed comments in relation to cycle parking; connection to Dereham Road; review of waiting restrictions; robust parking management strategy to ensure site roads and parking are not obstructed/misused; and travel plan.

Highways (strategic)

34. Proposal was considered at pre-application stage by the County development team with the City transport advisor in attendance. Content for the highway issues to be considered and addressed by the City's in house transport adviser.

Housing strategy

35. No objection in principle. Redevelopment of this site is welcome. The proposed scheme is not policy compliant as it does not propose the provision of any intermediate tenure homes, but it is acceptable due to the high need for affordable rented homes in Norwich. Provided further detailed comment in relation to undertaking key worker accommodation into the requirement for affordable housing on site; preference that the cluster units do not exceed three storeys which would remove the need to apply service charges to service and maintain the lifts; access to details for Registered Providers (RP) development contacts; and ratio of parking spaces.

Landscape

36. No objection in principle. Initial comments incorporated into design comments above.
37. A clear landscape strategy for the site should be provided detailing the anticipated function of each green space and the pedestrian and vehicular priorities through the scheme. The masterplan at this stage is lacking in detail but showing a clear positive response to comments made to date. There is a generosity of green space that should provide an attractive, therapeutic and enhanced environment for visitors, patient and residents
38. The master plan as shown illustrates a cohesive, legible and attractive site, however further details are required in terms of a landscape strategy for the onsite areas and green links. A clear pedestrian priority should be established at the outset focused on the main hospital atrium and key worker block.

NHS Clinical commissioning group

39. Initial comment that it is appropriate that Norwich CCG should respond on behalf of the wider health system. See the planning application as not being beyond the facilities needed in Norwich for the provision of healthcare for the future.
40. There is a clear need for the existing bed based services to be provided in the future. Early stage discussions about locating a GP practice on the site and this development may provide greater opportunities for that. Are unsure of the need in Norwich for some of the additional non-healthcare facilities (e.g. housing with care) and suggest consulting the County Council.
41. There are implications for the CCG and we have not explored those with Norfolk Community Health and Care. The Norfolk and Waveney health system lacks an estate strategy and so this proposal has no context. A strategy is in development and the placing of this development within that strategy will be key to its progression. Any investment in this development is likely to be competing against other capital requirements in the wider Norfolk and Waveney system and as such the resultant ranking may lead to an impact on the ability of the system to pursue the capital investment.
42. Subsequent comment was made in August that the development is a key part of the Norfolk & Waveney STP estates strategy and is supported by Norwich CCG and the STP, of which Norwich CCG is a partner organisation. The issue raised in the original letter will be addressed through the STP estates programme.

Natural areas officer

43. No objection in principle. The updated Phase 1 Ecological Assessment Report's conclusions and recommendations are largely supported. Recommendations for further surveys, and impact avoidance measures should be incorporated into a Mitigation Strategy and Programme covered by ecological conditions. The layout of the development adjacent to Woodlands Park, proposed bin store & bat roost and the SE tree belt alongside Bowthorpe Road should be amended.
44. A Landscaping strategy should be required which includes green infrastructure provision and ecological enhancements. Information should be provided which explains timescales and EPS Licencing. The submission of revised information has helped to clarify the proposals, which are acceptable subject to the above issues being adequately addressed.

Natural England

45. No objection in principle. Provided detailed comments in relation to statutory nature conservation sites; protected species; local sites; biodiversity enhancements; landscape enhancements; and SSSI Impact Risk Zones.
46. Advised that based on information submitted the proposal is unlikely to affect any protected sites or landscapes. Have not assessed application for impacts but referred to standing advice on protected species which is a material consideration. Advice should not be seen as meaning Natural England has reached any view as to whether a licence for works would be granted. LPA should ensure it has sufficient information to fully understand impacts before it determines the application.
47. Noted this application may provide opportunities to incorporate features which are beneficial to wildlife for the purpose of conserving biodiversity and restoring or enhancing a population or habitat; provide opportunities to incorporate features beneficial to the surrounding natural and built environment; use natural resources more sustainably; and bring benefits for the local community.

Norfolk County Council local lead flood authority

48. Initial screening incorrectly identified application as being below consultation thresholds. Subsequent comments made that neither a flood risk assessment (FRA) nor a drainage strategy has been provided in support of the application to demonstrate that development is in accordance with the National Planning Policy Framework (NPPF) with regard to the risk of flooding. Will consider reviewing this objection if the following issues are adequately addressed: infiltration testing should be undertaken at appropriate depths in accordance with BRE 365 Digest to support their strategy of discharge to the ground and an unsaturated zone of 1.2m can be demonstrated or a plan B i.e. controlled discharge at greenfield run off rates is provided together with confirmation that any discharge run off rates and volume are acceptable to Anglian Water.
49. Subsequent comments made in January 2019 following receipt of additional drainage information that they remove their objection subject to pre-commencement conditions for a surface water scheme and management strategy being attached to any consent.

Norfolk County Council planning obligations

50. No objection in principle. Norfolk County Council would have concerns if funding for infrastructure requirements mitigating the impact of this development, could not adequately be addressed/delivered through CIL; S106 and/or condition. Mitigation required at the Costessey library to develop self-service system and new water mains and fire hydrants to cover the whole site. Fire hydrants will be required to service the new hospital, residential care home, extra care flats, key workers flats and commercial/admin block and be capable of delivering 20 or 35 litres per second depending on site location. No education contributions will be sought on this occasion.
51. Connections into the local Green Infrastructure (GI) network, including Public Rights of Way and ecological features, should be considered alongside the potential impacts of development. Direct mitigation and GI provision should be included within the proposal. Mitigation for new and existing GI features identified as strategic shall be funded by CIL through the Greater Norwich Investment Programme. These requirements will help facilitate the development without receiving negative impact and equally, allow the development to integrate and enhance the existing network. Development proposals are expected to fit with strategic visions for the area and respond to corridors as outlined in the Joint Core Strategy. Should this development intend to be the first phase of a larger development or vision, consideration will need to be given to how the local GI network will be impacted, adapted and enhanced in the future.
52. Emphasised the importance of providing connections to and from the two adjacent County Wildlife sites, Earlham Cemetery and Woodlands Park. Green pedestrian links will not only increase access for pedestrians and cyclists, but will also provide green connections for wildlife. Provided detail comment on bat activity and that lighting scheme for the new development should aim to be unobtrusive, hooded/shielded and direction away from features that may be used by roosting/community/foraging bats; the high levels of swift and house sparrows recorded in close proximity to the site and that bird boxes could target these species; site potential for foraging and commuting habitat of wildlife, including hedgehogs, reptiles, amphibians, and other small mammals and that connectivity is maintained between areas by installing wildlife-friendly fencing, suitable planting and domes/homes placed along the edge of woodland or along green features.
53. Would also encourage wildflower planting in green spaces, which would be beneficial to insects. The site is also within close proximity of the River Wensum, consideration should be paid to the River Wensum Strategy and opportunities may be sort to make connections between the development and Riverside Walks.

Norfolk historic environment service

54. Initial request for an archaeological desk-based assessment in support of the application. Noted the subsequent assessment identifies a high potential for archaeological remains. If planning permission is granted, we therefore ask that this be subject to a programme of archaeological mitigatory work in accordance with National Planning Policy Framework (2018) para. 199. Suggest that conditions are imposed.

Norfolk police (architectural liaison)

55. No objection in principle. Have provided detailed comments in relation to secured by design criteria in particular on policy guidance and on construction design points e.g. access control, boundary treatments, signage, surveillance and lighting and in layout terms issues of parking, cctv surveillance, building design, public entrances and access, amenity space natural surveillance and landscape management.

Tree protection officer

56. No objection in principle to the proposed removal of some of the trees, however some attractive specimens are due to be removed and overall these present a loss in terms of biomass and amenity on site, adequate replacement planting should be provided. The proposed access and sections of the new driveway / parking are within the RPAs of T17, T18, T29, T30 and G33 the methodology stated in 8.3 should be followed. The design for this proposed access route should be drawn up by a structural engineer, in close co-ordination with the retained arboriculturalist. Suggest conditions in relation to tree protection measures. Mitigatory replacement tree planting, no-dig methods and works on site in accordance with any agreed AIA, AMS and TPP.

Assessment of planning considerations

Relevant development plan policies

57. **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
 - 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
58. **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
 - DM10 Supporting the delivery of communications infrastructure

- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM16 Supporting the needs of business
- DM17 Supporting small business
- DM18 Promoting and supporting centres
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

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

- POLICY R37: Part of Norwich Community Hospital, Bowthorpe Road – housing development

Other material considerations

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

- NPPF 2 Achieving sustainable development
- NPPF 4 Decision-making
- NPPF 5 Delivering a sufficient supply of homes
- NPPF 6 Building a strong, competitive economy
- NPPF 8 Promoting healthy and safe communities
- NPPF 9 Promoting sustainable transport
- NPPF 11 Making effective use of land
- NPPF 12 Achieving well-designed places
- NPPF 14 Meeting the challenge of climate change, flooding and coastal change
- NPPF 15 Conserving and enhancing the natural environment
- NPPF 16 Conserving and enhancing the historic environment

61. Supplementary Planning Documents (SPD)

- Affordable housing SPD (March 2015)
- Heritage interpretation SPD (December 2015)
- Landscape and trees SPD (June 2016)

Case Assessment

62. 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

63. Key policies and NPPF paragraphs – JCS1, JCS4, JCS7, DM1, DM2, DM11, DM12, DM13, DM22, DM30, SA R37, NPPF sections 2, 5, 6, 7, 8, 9 and 11.
64. The north-west corner of the site and Property Services land is identified under site allocation R37 for housing development in the region of 80 dwellings. The proposal as submitted could be seen as a departure from the housing allocation for the site in that the allocation area on this site is shown in the indicative masterplan as being developed for hospital uses. However; the scheme does include for the conversion of Woodlands House into 12 residential units and potential for 36 no. 4 bedroom key worker cluster units within the overall application site.
65. The allocation area within the application site is in the region of 1/3rd of the overall allocation. The number of units proposed within the NHS site and likely density of development which could be achieved on the property services land will likely exceed the plan target for 80 dwellings. A target for housing could be set at 27 units for the site area within the application site which could reasonably be seen to be within the proposed numbers above. The scheme also proposes opportunities for a residential care home and extra care units which provide for a variety of additional housing needs.
66. The principle of enhancing availability of care and housing facilities within the community and the development of more specialist care establishments to meet the needs of the elderly and mentally ill is welcomed in accordance with policies DM13 and JCS policy 7. Having regard to specific site constraints and difficulty that has been experienced in bringing this particular allocations site forward for development it is considered to be appropriate to allow some flexibility in terms of the precise location of housing within the overall site to meet housing requirements within a suitable and sustainable location.
67. The hospital site has provided facilities and uses generally available to and used by the local community at large for the purposes of social interaction, health and well-being or learning. Policy DM22 would apply in protecting such facilities. This requires that development resulting in the loss of an existing community facility will only be permitted where: a) adequate alternative provision exists or will be provided; or b) all reasonable efforts have been made to preserve the facility but it has been demonstrated that it would not be economically viable, feasible or practicable to retain the building or site for its existing use.
68. In such instances the involvement of the local community will be sought in identifying the importance of local facilities; including (where appropriate) developing appropriate solutions for their retention and enhancement. Comments on the application have indicated that there is a general agreement and support to the principle of re-developing the present site for hospital and health care related purposes.
69. The submitted documents set out that this scheme is part of a phase of rationalisation of NHS Trust / Property Services buildings / land. This is to provide for new hospital and community facilities at Norwich Community Hospital on Bowthorpe Road and also as part of a wholesale estates review. The proposal should contribute to the delivery of an enhanced health offering along with use of

parts of the site for residential purposes. As such the main uses for health care and housing are considered to be acceptable in principle.

70. The scheme also indicates the creation of office and retail space as part of the Hospital campus partly as an “enabler” but mainly to support activities on site. It is explained that the target users and visitors will be those of the hospital campus itself. At 502m² for A1 retail and 995m² for B1 office both are below the requirement for the submission of an impact assessment to assess relationship impact to nearby centres.
71. A sequential assessment would normally be considered for main town centre uses and these directed towards local or district centres such as those located further along Dereham Road. However; in this instance it is clear that these activities should be considered as ancillary uses serving visitors and workers at the hospital complex and useful in ensuring successful operation of such a community facility. As such they would not be suited to being located elsewhere off-site in these circumstances.
72. However; despite local support for the principle of redevelopment and types of uses proposed strong concerns have been expressed over issues of ground stability, residential amenity and parking impacts. These are considered in further detail below along with related issues of drainage and contamination. Whilst the applicant initially submitted a Masterplan and parameters plans for site layout, building footprints and building heights they have been unable to supply additional detailed information to support the specific proposals as previously set out within these documents. As the principle of the uses described within the application are largely acceptable it has been agreed with the applicant to withdraw the above plans from consideration of the application.
73. Whilst planning permission will give some certainty to the acceptance of redevelopment principles and enable the applicant to seek the allocation of funds to bring forward a final scheme, to proceed with this application on the basis of reduced information it will also be necessary to require a number of pre-commencement conditions. In addition to protect against the development of some uses first details of a phasing plan, indicative Masterplan and controlling conditions, to prevent uses such as the retail and office elements opening ahead of wider hospital and care redevelopment, are suggested to ensure the suitability of redevelopment of the site.

Main issue 2: Land stability

74. Key policies and NPPF paragraphs – DM11, NPPF section 11 and 15.
75. A phase 1 contamination and geotechnical assessment (desk study report) has been submitted with the application for consideration. The investigation was undertaken in order to establish how potential contamination and geotechnical hazards could impact the future development of the current hospital site for continued use with new multi-storey hospital buildings.
76. This report identifies that the east of the site (currently car parking) is underlain by a backfilled sand and gravel/ chalk extraction pit which extended to a maximum depth of 21.5m below current ground levels. At this depth chalk adits (shafts) were driven off through the chalk. These have been mapped (potentially partially) by

investigation in the 1930s. These adits have caused subsidence and collapse events for properties along Merton Road to the east of the site including fatalities following the collapse of residential properties in this area. The report indicates that these features are unlikely to affect the hospital site itself significantly. Adits were also driven off north below Woodlands Park which itself was likely historically worked for sand and gravel. Also that two known backfilled chalk mine investigation shafts are present in the car park are showing signs of subsidence.

77. The report indicates that with the exception of the deep backfilled pit the remainder of the site is relatively stable. In terms of construction on the car park area the report indicates that piles may need to extend to depths of to 30m to achieve suitable bearing capacities for the multi-storey buildings planned across the pit area. Local subsoils comprise deposits of sand and gravels over solid geology of the Lewis Chalk Formation. The dissolution of soluble rocks such as chalk can lead to slope and surface instability. The presence of man-made cavities such as pits and adits may in time accelerate weaknesses in soils.
78. This report leads also to a cyclical assessment of impact from ground stability and depth of foundation requirements to enable development; existing contamination and avoidance of preferential pathways (resulting from pile foundation or ground disturbance) for contaminants into the aquifer; and disposal of surface water with use of sustainable urban drainage solutions to avoid concentrated disposal of surface water to the underlying soils which might otherwise lead to further soil erosion or consideration off-site disposal of surface water.
79. NPP Guidance advises local authorities to consider whether the submitted report identifies that the risks of development are acceptable or that the risks may be appropriately mitigated. The phase 1 report concludes that "land should be 'suitable for use' or 'fit for purpose', rather than apply a blanket 'clean' or 'all uses policy'". Also that "The potentially contaminative uses and geotechnical hazards identified on site lead us to the conclusion that intrusive investigation is appropriate before the site can be considered suitable without remedial action".
80. Following lengthy discussions the agent has submitted updated geo-technical assessment in the form of an investigation strategy. This will likely require pre-commencement conditions to allow this information to inform the suitable extent of development and areas capable of being developed on this site. Further neighbour consultation has been undertaken and main responses maintain a high degree of concern about potential local impacts and express a requirement for both on-site and off-site investigation to inform best practice to protect buildings and residents in this local area.
81. The latest report notes that the adits which run from the pit are known to extend to the residential area of Merton Road as well as Woodlands Park. It is the NHS Trust's intention to undertake surveys and subsoil testing to obtain a greater understanding of the pit shape and materials within it, as well as the positions and conditions of the adits. Further to these investigations remediation works will be undertaken.
82. Sub soil investigations local to the pit and adits are suggested to be undertaken in phases. The initial form of testing will comprise the driving of small diameter rods which typically are in the order of 35mm. The driving mass via a drop hammer of some 60 kg mass will not cause vibration or disturbance to local soils or buildings.

This will likely be followed by small diameter bore holes and assessment of sub-soil samples and installation of ground borne vibration monitors. The approach is to ensure risks to neighbouring properties and the hospital complex are maintained at the lowest possible level. The information obtained from these investigations should help enable safe and durable mitigation works to be undertaken in order to stabilise the north eastern part of the hospital site and Merton Road in order to ensure long term ground stability.

83. Within this latest response from the agent a conclusion is drawn that in the likelihood of proposed investigations confirming re-development local to the pit and adits are 'too risky' and the area may not be capable of being redeveloped the development plan would be modified to retain the areas over and local to the pit and adits as car parking, green open space, gardens or a combination of all three.
84. The Masterplan and parameters plan have been withdrawn from consideration and any future development should be informed by the results of further geo-technical investigation. On balance suitable pre-commencement conditions are suggested to enable the development to be informed by local investigation of ground conditions. Further assessment of drainage and contamination issues is given below.

Main issue 3: Amenity and Design

85. Key policies and NPPF paragraphs – DM2, DM11, NPPF section 2 and 12.
86. The site in parts is adjacent to existing residential properties in the area. These are generally two-storey terrace houses. This includes terrace housing on Merton Road beyond a parking / garage court to the east and interspersed terraced housing blocks located along Bowthorpe Road in part to the south / south-east of the hospital site. Further residential properties are located to the north-east of the hospital car park on Holly Drive and Dereham Road.
87. It is important that the relationship of new buildings on the north-eastern, eastern and southern boundaries of the site have a comfortable relationship with neighbouring homes. With the initial submissions the agent provided a masterplan layout and site sections. These showed the potential relationship of the new buildings to the neighbouring buildings.
88. The separation distance of the care, commercial and key worker buildings on the east side of the site are unlikely to result in adverse impacts from overlooking. Similarly an existing extension of Woodlands House is close to existing terrace housing on the south boundary and it is likely that a future design could factor out issues of overlooking and bulk to maintain the existing relationship. Equally conditions could be imposed at reserved matters stage to control impacts of site lighting.
89. Understandably concern has also been raised about the height of buildings along the east boundary and potential impacts from overshadowing and loss of light. Initially the agent revised the care home building by reducing its height to 3 storeys on its east side closest to residential properties. However; concern remains about the potential to shade Holly Drive, Dereham Road and some Merton Road properties at this north-east section of the site.

90. A daylight-sunlight analysis was requested which the agent has only provided in part and it is still not clear whether the impact from shading is acceptable. In the absence of providing further information the agent has agreed to remove the parameters plans and masterplan from the application. This issue will need further assessment at reserved matters stage and likely requirement to move or reduce the scale of buildings would be sought on this part of the site.
91. In terms of design we have sought a coherent masterplan that effectively connects the neighbouring parcels of NHS owned land. With the latest iteration of the masterplan the layout is coherent with most buildings framing spaces and the routes in a logical and clearly organised way. The latest masterplan iteration includes an indicative proposal for the LIFT site building. It is welcome that this is now being considered because the existing building is single-storey and non-descript.
92. The massing visual in the design and access statement shows an L-shaped replacement building at four storeys and slightly forward of the building line set by the adjacent terraced properties. The height parameters plan contradicts this by showing the east part of the building at 2-3 storeys and recognises it as a “key frontage onto surrounding context”.
93. In terms of future design guidance it should be noted that a four storey building would be too dominant on the Bowthorpe Road frontage, especially with a front façade at the back of the pavement. This part of the building should be no more than three storeys and set back from the highway sufficiently for trees to be planted in front of the building to enhance the visual appeal and biodiversity of this green infrastructure corridor.
94. Whilst the masterplan and parameters plan are removed from consideration it will be important to establish an appropriate design and height relationship along sensitive boundaries of the site. It may be feasible to maintain the internal circulation routes for the site as shown but to reorganise on site uses and their potential extent once information on ground stability and shading is better known. Conditions are therefore suggested to require a masterplan and landscape strategy to help inform future reserved matters applications for this site.

Main issue 4: Flood risk

95. Key policies and NPPF paragraphs – JCS1, DM5, NPPF section 14.
96. Given the sites position in flood zone 1, outside of the nearby critical drainage area and that the site is partly allocated for housing the applicant has been advised that a sequential site assessment would not be expected with this application. It would be a requirement; however, to see evidence that a scheme for surface water drainage which is future proofed for both phases of development (east and west land) is capable of being delivered. The applicant suggested that given the extent of impermeable surfaces on-site the improvements to increase green areas would help reduce any local or discharge impacts of surface water from the site. Given that the Masterplan has been removed from the application it cannot in itself follow that suggested areas of green space can be used to attenuate for surface water run off for the site within these landscape spaces.

97. Following lengthy discussions a potential surface water drainage strategy and infiltration testing to show site capacity for on-site drainage has been provided. This includes information to support their strategy of discharge to the ground and an unsaturated zone of 1.2m on part of the site capable of possibly enabling this approach demonstrated. Suggestions for the incorporation of impermeable barriers to pile ends have also been provided by the agent.
98. The Local Lead Flood Authority (LLFA) removed their objection subject to pre-commencement conditions for a surface water scheme and management strategy being attached to any consent. The Environment Agency (EA) have also advised on foundation / piling methods to prevent risks of creating a preferential pathway for contaminants passing into the underlying aquifer. The surface water strategy across the site is likely therefore to vary to take into consideration relevant ground conditions and to prevent hazards in terms of contamination or stability.
99. A number of conditions are therefore suggested in order to agree a final strategy for the site. In determining any future applications for the discharge of conditions further consultation with the LLFA, Anglian Water and the EA should take place in order to determine the extent of attenuation and / or discharge rates and also any requirement to protect ground water sources from the movement of contaminants through infiltration methods. Suitable drainage and a safe environment are likely therefore to be achievable on this site.

Main issue 5: Contamination

100. Key policies and NPPF paragraphs – DM11, NPPF section 15.
101. Whilst the presence of contamination is likely to be generally low given the former uses of the site, there is potential for contamination to be present in the filled ground of the car park area and in areas where boilers or fuel tanks were located. The Phase 1 Desk Study Report by Harrisons Ltd submitted with the application recommends that additional investigation should be carried out.
102. The site is within a Source Protection Zone 2. Therefore it is important that the method of piling for foundations is considered carefully to ensure that the risks of creating a preferential pathway for contaminants passing into the underlying aquifer is prevented.
103. The Environment Agency have been consulted on the application and made observations on contamination and groundwater protection. They have no objection provided that conditions regarding the protection of the water environment are included in any planning approval. Protection of human health is also an important factor and a remedial method statement should be developed to cover all points relevant to dealing with ground contamination. Additional ground gas monitoring will also be required. Subject to conditions local impacts should be limited and development acceptable. Conditions would be required related to contamination assessment, submission of verification information, to stop works and submit details of remediation if unknown contamination is found during works and to ask the developer to provide details of testing and/or suitable compliance for any imported top soil material used within redevelopment of the site.

Main issue 6: Transport

104. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 2, 9 and 12.
105. The site has two points of vehicular access served from Bowthorpe Road and there is large surface car park in the north east corner of the site along with other smaller areas of car parking across the site giving approximately 400 car parking spaces.
106. The Transport Statement provides a thorough assessment of the proposed development and confirms that the site is accessible by a full range of transport modes. Analysis of trip generation from the development indicates that this will be relatively low at peak times with limited impacts on the wider road network. Both the County and City highway advisers confirm that with regard to the matters included in this outline application the highway and parking approach appears acceptable in principle. This includes means of access, site uses and associated car parking.
107. The proposed indicative site layout shows provision for a 400 space underground car park and small surface car parks around the site. The masterplan shows an intuitive layout of site roads from the means of access that will provide legible, permeable walking and cycling routes. It is also agreed that the development is unlikely to lead to a significant impact on parking or access within the wider area and future on-street parking permit controls are unlikely to be necessary. Within the site there will need to be a robust parking management strategy to ensure site roads and parking are not obstructed / misused.
108. The scheme will likely follow the Masterplan in terms of internal circulation and separation of public and service spaces. These routes should also be capable ensuring sufficient and suitably located service spaces and bin collection. There will need to be conveniently located and secure cycle parking locations across the site that are suitable for intended users and again this should be capable of being incorporated into a final scheme.
109. There appears to be opportunities to ensure that the walking routes are fit for purpose i.e. sufficiently wide and continuous to give pedestrians priority over other transport modes. Clarification will be required to ensure walking access from the small public space at the east end of the hospital through the building linking to the Mulberry Unit. Without this, people will have a long and confusing walk from Dereham Road to the main entrance to the hospital. Many details will be required through condition or Reserved Matters at a future date and conditions are suggested in relation to parking, servicing, parking management etc. A construction management plan as a condition, including reference to contractor parking to help ensure it doesn't impact upon adjacent residential streets, is also essential to manage and mitigate the demolition/construction phase traffic issues.
110. The introduction of a travel plan for the development as a means of reducing parking requirements has also been discussed and forms part of the transport statement. The role of the travel plan is to respond to policy and discussion about use of alternative means of both travel and parking control has taken place as the application has progressed. It is suggested a form of travel plan or travel information plan is available for the whole development and that details about how this will be established are required by condition. The framework travel plan will help to promote sustainable travel by staff, patients and residents.

111. The highways officer has identified other transport improvements within the area including exploration of a pedestrian/cycle crossing on Dereham Road (toucan) and shared use cycle/footway status for footway from Waterworks Road to this crossing and associated footway works; feasibility of bus stop improvements i.e. suitable relocation of any stops, shelters etc. and associated footway works on NHS land that may need to be offered for highway adoption. There will also need to be a review of waiting restrictions in the vicinity of the hospital to facilitate traffic and parking management on the highway network.
112. The scheme includes a cycle route towards Dereham Road which is positive in enhancing local linkages. Currently it is very narrow and there are currently steps, the path also ends abruptly on Dereham Road. This route needs to be accessible to all, ideally it would be reconstructed to maximise its usable width and levelled to ensure it can be used by cyclists and wheelchair/scooter users. Lighting is essential and ideally site CCTV coverage would extend to this path too for its entire length. Such initiatives which form part of the scheme should help to encourage alternative forms of travel is achievable and reasonable. These will be sought either by condition, Grampian condition or as part of the S106 agreement as appropriate.

Compliance with other relevant development plan policies

113. 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 subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3, DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition/
Sustainable urban drainage	DM3/5	Yes subject to condition

Other matters

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

Affordable housing

115. The scheme indicates potential for the conversion of Woodlands House into 12 residential units and potential for 36 no. 4 bedroom key worker cluster units to provide for new housing on-site. As above a target for housing could be set at 27 units for the site area within the application site to seek to meet the terms of the site allocation.
116. The terms 'affordable housing' and 'key worker housing' are used interchangeably in the Planning Statement which states that "it is argued that the proposed key

worker accommodation is also affordable accommodation as it is made available to 'key workers'. However, it is noted that the intention is that the cluster units are occupied by "staff". It is not clear if the proposed cluster units are to be designated as C3 or C4 but it should be noted that affordable housing applies equally to both classifications in the Affordable Housing SPD.

117. For developments of 16 units or more the Joint Core Strategy (JCS) requires 33% of the homes to be affordable, split 85% at a social rent and 15% intermediate tenure. The proposed scheme through key worker accommodation could provide for the provision of any intermediate tenure homes. The scheme can be seen as being generally acceptable due to the high need for affordable rented homes in Norwich.
118. If the cluster units are in part intended to meet the JCS requirement to provide affordable housing they will need to be let at an Affordable Rent and/or Social Rent as defined in the NPPF. We would welcome the potential 75% affordable housing which might be achieved but would require that the s.106 agreement clearly sets out who will be eligible to rent the cluster units, the security of tenure they will enjoy and who will manage the dwellings.
119. Any future design for the cluster units or flats should meet the technical housing standards – nationally described space standard, to ensure that Registered Providers (RP) will be able to add them to their property portfolios. We would prefer that the cluster units do not exceed three storeys which would remove the need to apply service charges to service and maintain the lifts. It would appear that a suitable level of affordable housing could be sought subject to legal agreement.

Biodiversity

120. An updated Preliminary Ecological Appraisal (PEA) and an Arboricultural Impact Assessment have been submitted. These resolve the previous issues of partial coverage by providing a comprehensive assessment of the entire application site.
121. In terms of the masterplan the interface between the proposed layout and Woodland Park is of concern and more of a buffer to the woodland along the north side of the site would be required. The access road and service yard close to the boundary with the woodland could be moved to assist with accommodating an enhanced woodland edge as suggested by the County Council and natural areas officer. The Extra Care flats parallel to Bowthorpe Road are also potentially sited too close to the existing woodland copse to the south. Retention and protection of this feature would be worthwhile as this is considered by the ecological assessment to provide some value as foraging and commuting habitat for bats. It also has value as habitat for other species and for landscape/streetscape benefits. The inclusion of a north-south route through the centre of the site creates potential for a green-link to connect Woodland Park and the river valley to the north with Earlham cemetery to the south.
122. The PEA confirms the potentially significant risk of impact on bats and that a Natural England European Protected Species Licence (EPSL) has been prepared and will be submitted to seek the lawful demolition of Block 11. Mitigation for the loss of this roost is proposed in the form of a new bat roost structure adjacent to the woodland boundary slightly further to the east of the existing Block 11. This has been agreed under application 18/00383/F.

123. Again the PEA identifies a significant risk of harm/disturbance to a confirmed bat roost in Woodlands House which is proposed for conversion, and low risk of harm to potentially roosting bats in three other buildings (Estates Office, Block 15 and Woodlands House extension). Further surveys, assessment and mitigation are recommended. Increased lighting on the site during the works and post-development also poses a risk of disturbance. A condition requiring approval of external lighting details is therefore suggested.
124. There is a risk of harm to likely low numbers of hedgehogs and common toads. Impact avoidance measures outlined in Section 5 of PEA should be followed to prevent risk of harm as part of a Mitigation strategy and also to prevent risk of harm to nesting bird species. Further surveys/assessment as outlined in PEA should be undertaken for Woodlands House and its extension, and Block 15, dependent on the works to be undertaken and the timings of any proposed demolitions. No works should be undertaken on these buildings prior to surveys being completed, unless an ecologist confirms they can proceed lawfully.
125. The PEA correctly notes that there is considerable scope within the site for ecological enhancements. However the measures proposed are rather modest comprising a limited number of bird nesting boxes etc. together with some useful suggestions in relation to landscaping.
126. For such a large development the aims should be more ambitious and could include: Integration of bird nesting and bat roosting into the design of buildings. For example higher buildings could include integral swift boxes; the creation of ecological corridors and bat commuting and foraging routes through the site using landscaping e.g. north-south, and along eastern boundary; permeability of the site e.g. boundary treatments to be accessible by small mammals. Measures to improve the permeability of the boundary between Woodland Park and the site should also be included; a Landscape strategy should be provided which includes an indication of how the recommendations for ecological enhancement can be integrated into landscaping. The strategy should aim to maximise biodiversity benefits with specific focus on bat feeding and movement. Replacements for tree loss should adequately compensate for loss of habitat and biomass. A number of conditions are suggested to ensure submission of details to inform a revised Masterplan and for compliance with requirements to protect local wildlife species.

Energy and water

127. Policy 3 of the Joint Core Strategy requires provision of on-site energy sources, seeks to maximise energy production on site, beyond 10% where possible and viable, and also seeks sustainable methods of construction. In their supporting documents the agent indicates that the scheme could explore methods of sustainable construction to maximise energy efficiency giving well insulated and air tight structures.
128. The applicants have also provided information on renewable energy systems and following the use of passive building design techniques and energy efficient measures to reduce the carbon emissions suggested the potential for using a district heating and additional LZC technologies predominantly in the form of Solar Water Heating Panels.

129. 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% policy energy requirement to meet provision required under JCS3. In addition the documents demonstrate a possibility for reduced water usage for both residential and commercial elements of the scheme. It is felt that in the circumstances the policy requirement for energy production and water conservation could adequately be covered by conditions.

Heritage

130. Norwich Community Hospital Ward Blocks and Woodlands House Nurses Home (formerly Norwich Workhouse) have been identified as local heritage assets outside of conservation areas and added to the Local List. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

131. The overall proposals entail the demolition of the hospital ward buildings. Some of these date to 1911 and are locally listed for their architectural and historic value. The demolition of these buildings was accepted through the determination of a prior approval application in February 2018. Appropriate measures of mitigation such as recording and assessment of possible heritage interpretation have taken place under this current application. Some building items have also been placed in storage by the Trust for future use in the redevelopment of the site.

132. The heritage assessment accompanying the application identifies Woodlands House, the former Nurses accommodation, as a building with heritage significance deriving from its aesthetic and architectural value. This is why it is a locally listed building. The renovation of Woodlands House to provide residential dwellings and its retention in the scheme as the centrepiece of the arrival experience are welcomed. The demolition of later extensions will allow the buildings significance to be better appreciated and enables the retention of the building.

133. The development site is within the setting of Earlham Cemetery, a registered historic park and garden and the grade 2 listed cemetery mortuary chapel. The setting of these assets will not be harmed due to a combination of the dense tree cover within the cemetery obscuring views, the distance of new buildings within the site from the assets and the height limits applied. The only building that might cause (less than substantial) harm to the setting of the cemetery is the replacement building on the LIFT site. For this and amenity / design reasons future development should follow the comments made about the application and height restrictions suggested for this part of the site as part of any future detailed Masterplan and parameters for reserved matters.

134. The archaeological desk-based assessment has demonstrated that there is the potential that heritage assets with archaeological interest (buried archaeological remains) will be present at the site and that their significance will be adversely affected by the proposed development. The assessment identifies a high potential for archaeological remains of Roman date (specifically burials) to be present at the site. There is potential for below-ground structural remains of the workhouse to survive at the site and these, and any artefactual remains associated with the

workhouse, have some archaeological significance. However, map regression and documentary analysis indicate that there is unlikely to be a cemetery associated with the workhouse within the site boundary. A condition to secure a programme of archaeological mitigatory work in accordance with paragraph 199 of the NPPF is therefore suggested.

Landscaping and open space

135. The master plan as shown illustrates a cohesive, legible and attractive site, however further details are required in terms of a landscape strategy for the onsite areas and green links. The vista towards the hospital building from Bowthorpe Road has been strengthened by providing a green space to the west of the Mulberry unit. The green space itself will be positively addressed by surrounding buildings. A clear landscape strategy for the site should be provided detailing the anticipated function of each green space and the pedestrian and vehicular priorities through the scheme.
136. A clear pedestrian priority should be established at the outset focused on the main hospital atrium and key worker block. The layout demonstrates how good pedestrian connections can be made between the two NHS sites and moves away from the earlier approach of separating the sites with a planted buffer. The site needs a generously planted green and biodiverse pedestrian and cycle north south route across the site connecting Earham Cemetery to Woodland Park and the Wensum river valley beyond.
137. The two north south routes show a decent potential for vegetation and a visual connection with the Woodland Park. The route to Dereham Road is shown diagrammatically on the street hierarchy and layout parameter plan and identified correctly as needing to be primary cycling and pedestrian routes. However, there is no acknowledgement in the application documents that the route is currently physically impassable for cyclists, being narrow and having a set of steps at the Dereham Road end.
138. It is essential that the route is dramatically improved so it is capable of being comfortably used by pedestrians and cyclists. As noted from the Fringe Area Officer comments usage of Woodlands park could be much improved with better paths and appropriate woodland improvement works. This might require edge improvements along the pathway connection north-south with the woodland also providing an opportunity for improved access for residential patients to the outdoors.
139. Whilst the masterplan and parameters plan are removed from consideration conditions are suggested to require a masterplan and landscape strategy to help inform future reserved matters applications for this site.

Trees

140. The main existing trees shown around the site are indicated as being protected during construction and then retained. Conditions are suggested in terms of tree protection and compliance with the revised AIA and also in relation to any maintenance requirements of this wider area around the application site.
141. No specific information is provided at this stage with the application for additional mitigation tree planting, landscape being a reserved matter for future consideration.

However; there are potential planting areas throughout the site around buildings and circulation spaces which could accommodate planting to soften the impact of any new buildings and to provide biodiversity enhancements for this site. New planting in addition to retained tree planting around the site should improve the street scene and add value to landscape diversity within the area and linkages with those existing from Earlam Cemetery and Woodlands Park through the site.

Equalities and diversity issues

142. There are no significant equality or diversity issues. The scheme provides for potentially accessible visitor and staff facilities. The supporting documents also show the intention of providing fully inclusive access and the design can be developed to give level access into the new building including entrance to corridors and entry doors. It is understood that generally areas will be designed to meet the latest Building Regulations - Part 'M'. It is considered that the development is unlikely to result in any detriment to people with disabilities.
143. The proposal will result in the change of hospital and care facilities on the site, which is likely to have an impact on a range of age groups, but adds benefits of providing for more on-site facilities to meet existing and future demand. The proposal also includes other new communal facilities which again are likely to be of particular benefit across the population spectrum. In this instance, therefore, it is considered that the proposal would not have an unacceptable impact on people of a particular age group or ability within the community.

S106 Obligations

144. The application is in outline form and therefore at this time there is no known figure for final development numbers. Various parameters have also been withdrawn but discussion has taken place about the potential extent of S106 requirements for the development. These will principally be related to Affordable Housing and permissive pathways which would run north-south and east-west. The affordable housing element would need to respond to eligibility, the security of tenure and management of these units as mentioned above. The pathways would aim to increase permeability and access beyond the site in line with design and landscape comments.
145. Woodland access has been discussed with the applicant and access agreement and improvements works might be sought by way of agreement related to this application. This matter would require further resolution with various parties to ensure a suitable way forward. Again consultees have identified a local requirement for Traffic Regulation Order and highway improvements which might be served by way of legal agreement or Grampian condition. Authority is sought from Members on these issues to allow discussion with the applicant and agent of options on the best way forward for resolution of these items either via condition or S106 agreement.

Local finance considerations

146. 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.

147. 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.

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

Conclusion

149. It is considered that the redevelopment of the site for the erection of new hospital and community facilities is acceptable in principle. The proposal should contribute to the delivery of an enhanced health offering along with use of parts of the site for residential purposes. As such the main uses for health, care and housing are considered to be acceptable in principle. Further investigation should be sought to guide the final principle, layout and scale of development on site to protect local residents, property and local amenities.

150. With the original submission were a number of height and floorplate parameters to indicate potential for new development within the overall site. The application also included a Masterplan to inform the layout of the site and position of new uses / buildings which could be followed as a guide to future reserved matters and to give some certainty that development was feasible. Whilst it is not ideal that the scheme has had to withdraw this information, due to the necessity to better understand issues related to ground stability and need to encourage a sustainable layout for the site, officers are content that it is possible to proceed with this application on the basis of reduced information subject to a number of pre-commencement and other conditions.

151. A grant of planning permission will give some certainty to the acceptance of redevelopment principles and enable the applicant to seek the allocation of funds to bring forward a final scheme, Agreement of a phasing plan and indicative Masterplan are suggested to ensure the suitability of redevelopment of the site. Subject to conditions, the proposal is considered to be an appropriate use for this site and is guided by the adopted site allocation policies. 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. 18/00372/O - Norwich Community Hospital, Bowthorpe Road Norwich, NR2 3TU and grant planning permission subject to the completion of a satisfactory legal agreement to include provision of affordable housing, permissive access across parts of the site and as relevant highway improvements and access to / improvements to woodlands park and subject to the following conditions:

1. Standard time limit;
2. Reserved matters to relate to appearance, landscaping, layout and scale;
3. In accordance with plans;
4. Prior to submission of any reserved matters application, details of a masterplan and phasing scheme (informed by geo-technical, surface water drainage, landscape and ecology strategies) for all parts of the site unless as varied on

agreement in line with any subsequent reserved matters application and such masterplan shall include details of landscaping strategy including green infrastructure provision and ecological enhancements including enhancement or changes to Woodlands Park and an Ecological Mitigation Programme;

5. Limit of uses permitted as part of the development;
6. Control on maximum permitted floor-space areas for A1 retail and B1 office uses;
7. No use of A1 retail and B1 office uses until agreed hospital and care facilities are provided / brought into use on site or in line with any agreed phasing plan;
8. Details of heritage interpretation;
9. Details of floor slab levels unless included within any agreed reserved matters application;
10. 10% of dwellings on the site to be designed to lifetime homes / accessible, adaptable standard;
11. Details of electric vehicle charging points; car parking; cycle storage; and bin stores provision unless included within any agreed reserved matters application;
12. Details of site management for parking/access;
13. Details of highway design works;
14. No occupation until the appropriate traffic regulation orders have been implemented;
15. Construction management plan; parking; wheel washing etc.;
16. Details of interim travel plan for each agreed phase;
17. Details of travel plan;
18. Details of disabled access into buildings unless included within any agreed reserved matters application;
Conditions related to tree protection –
19. Pre-construction site meeting and submission of further details for each agreed phase;
20. Details of Siting of services and no-dig methods unless included within any agreed reserved matters application;
21. Details of Arboricultural works to facilitate development for each agreed phase;
22. Supplementary AMS to be provided arising from conditions above;
23. Details of AIA, AMS and TPP for each agreed phase and works on site in accordance with agreed documents;
24. Maintenance of protection of areas;
25. Details of provision and maintenance of low or zero carbon technologies / renewable energy sources;
26. Water efficiency measures to comply with latest standards for residential elements;
27. Details of Water efficiency measures for commercial / hospital elements;
28. Details of fire hydrants required to service the site including the new hospital, residential care home, extra care flats, key workers flats and commercial/admin block unless included within any agreed reserved matters application;
29. Details of foul water strategy;
30. Details of surface water scheme and management strategy;
31. Compliance with the surface water drainage system and future maintenance of;
32. No drainage systems for infiltration of surface water drainage into the ground is permitted other than with express consent of Local Planning Authority;
33. Piling or any other foundation designs using penetrative methods shall not be permitted other than with express consent of the local planning authority;
34. Details of any archaeological work and written scheme of investigation;
35. Details of Geo-technical sub-soil investigations including site area and adjacent parking and residential areas;

36. Details of ground stability mitigation works including site area and adjacent parking and residential areas;
37. Details of Site contamination investigation and assessment;
38. Details of contamination verification plan and long-term monitoring and maintenance plan in respect of contamination;
39. Cessation of works if unknown contaminants found and submit details of remediation;
40. Details of testing and/or suitable compliance of all imported material prior to occupation;
41. Details of any plant and machinery;
42. Details of fume extraction systems;
43. Details of glazing and ventilation systems; compliance with the recommendations of submitted noise report.

Article 35 (2) statement

The local planning authority in making its decision has had due regard to paragraph 38 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 pre-application and application stage the application has been approved subject to suitable land management, appropriate conditions and for the reasons outlined within the committee report for the application.

Informatives

1. Considerate constructors;
2. Dealing with asbestos;
3. Note of ground conditions;
4. Impact on wildlife – protected species;
5. Landscape management plan;
6. Landscape schedule of maintenance operations;
7. Note of TPO;
8. Highways contacts, street naming and numbering, design note, works within the highway etc.;
9. Environment Agency guidance;
10. Anglian Water guidance;
11. Norfolk police (architectural liaison) guidance.

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NORWICH HOSPITAL MASTERPLAN

FOR DISCUSSION WITH THE NPA

