

Report to Planning applications committee

Item

14 October 2021

Report of Head of Planning and Regulatory Services

Subject Application no 21/01073/RM - Three Score Site Land
South of Clover Hill Road Norwich

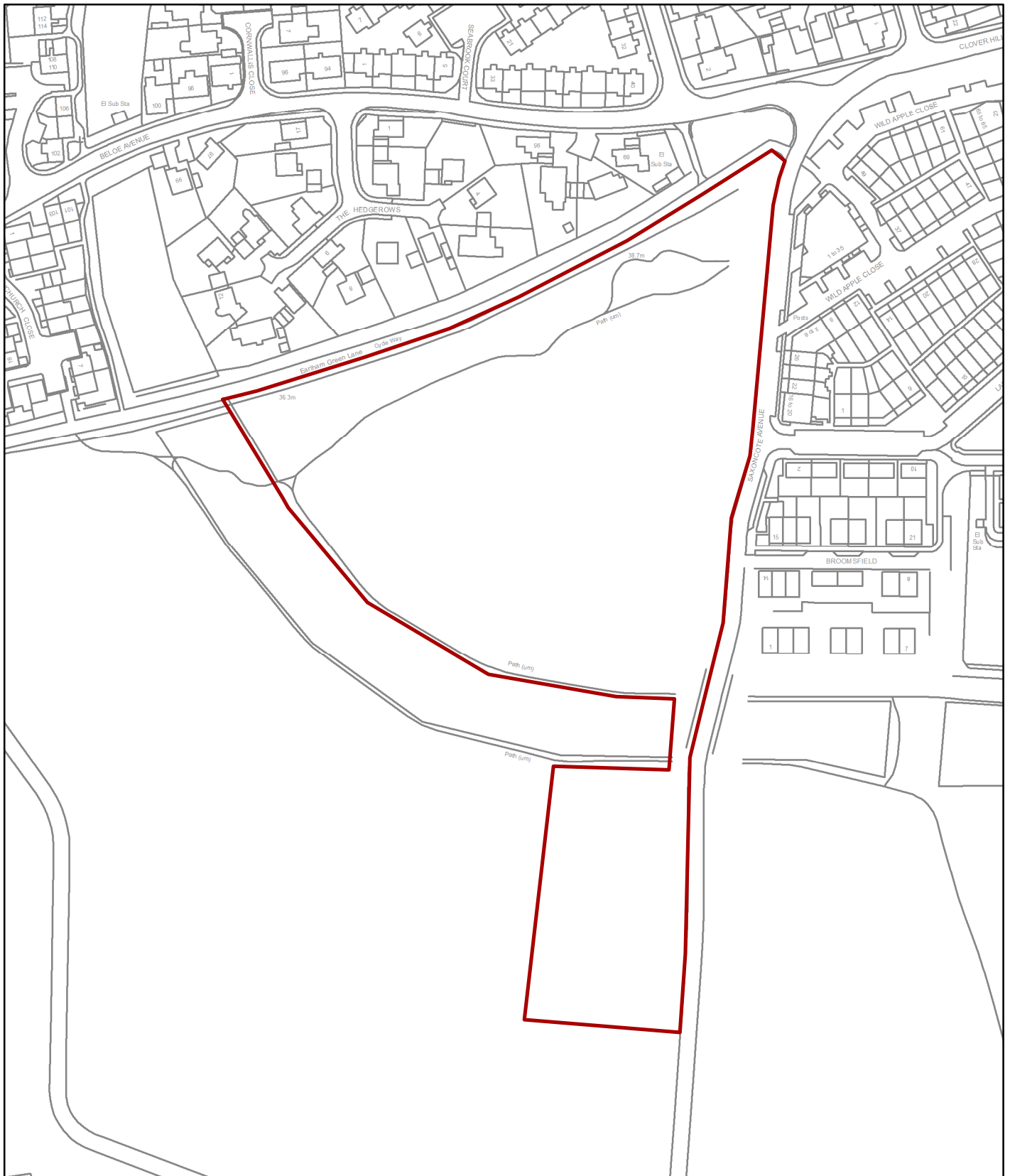
Reason for referral At the discretion of the Head of Planning and Regulatory Services

4(a)

Ward:	Bowthorpe
Case officer	Sarah Hinchcliffe - sarahhinchcliffe@norwich.gov.uk
Applicant	Norwich City Council

Development proposal		
Reserved Matters for erection of 76 dwellings and associated works, including temporary construction compound, in connection with application 12/00703/O as varied by 15/01230/VC.		
Representations		
Object	Comment	Support
0	0	0

Main issues	Key considerations
1. Principle of development	Outline planning permission and parameters plans
2. Consideration of the reserved matters	Access (including parking)
3. Consideration of the reserved matters	Layout, scale, external appearance
4. Consideration of the reserved matters	Landscaping (incorporating open space, trees and biodiversity)
5. Amenity	Existing and proposed occupiers
Expiry date	22 October 2021
Recommendation	Approve

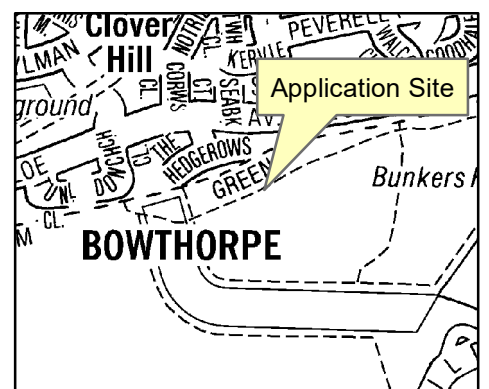


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Planning Application No 21/01073/RM
 Site Address Three Score Site
 Land off Clover Hill Road
 Scale 1:2,000



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, which is now complete and occupied. The second phase of development located on land to the north and west of the first phase was for housing further broken down into subsections, with earlier phases complete and occupied. The construction of the final section of phase 2 is now nearing completion.
3. The descriptions in the following paragraphs should be read in association with the plans at the end of this item.
4. The application site is a triangular piece of land of approximately 2.4 hectares, which represents phase 3 of development. It is the first phase to be located to the west of Saxoncote Avenue, but remains contained to the north of the existing woodland tree belt which crosses Saxoncote Avenue in an east to west direction. To the east is Saxoncote Avenue, the main spine road which links Clover Hill to the north east with Three Score to the south west. To the north is Earlham Green Lane an existing footway and cycleway which links Bowthorpe to the District Retail Centre to the west containing shops and a health centre.
5. With the exception of a large area being used as a construction compound and site office for earlier phases of development the site is made up of predominantly uncultivated grassland and dense areas of scrub. Some immature trees are found across the site with more mature trees found along the northern boundary with Earlham Green Lane and in the northern part of the site. Along the eastern boundary with Saxoncote Avenue is a temporary drainage swale which acts as temporary drainage for the road.
6. The exception to the above is a rectangle of land of approximately 50 metres x 100 metres to the south of the tree belt which is proposed to be used as a temporary site construction compound for the duration of the works on this phase.

Constraints

7. The site forms part of site allocation R38 within the Norwich Site Allocations and Site Specific policies document.
8. The site slopes moderately from north to south dropping circa 6m across the site and currently consists mainly of cultivated grassland and areas of dense scrub. The mixed species woodland belt directly to the south of the site extends to the north across Earlham Green Lane through Clover Hill and to Bowthorpe Park. To the east it extends to join Twenty Acre and Bunkers Wood (County Wildlife Site) to the northeast corner of the wider development site.

9. Bowthorpe Conservation Area, centred around Bowthorpe Hall is located over 230 metres to the west beyond the woodland belt. Bowthorpe and Earlham Marshes (County Wildlife Site and Local Nature Reserves) are located further to the south of the site adjacent to the River Yare. This connects the wider 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, publicly accessible recreational open space and urban green space. This phase of development is located well outside of flood zones 2 and 3 and is within the less vulnerable Ground Water Source Protection Zone 2.

Relevant planning history

10. Below is a list of the primary outline and reserved matters applications across the site, with any subsequent variations for completeness. A number of applications to discharge conditions of previous planning applications have been omitted from the list as they are not directly relevant to this application.

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
14/00874/RM	Reserved matters relating to surface water drainage infrastructure for outline planning permission 13/02089/VC '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'. (Revised proposals).	APPR	10/09/2014

Ref	Proposal	Decision	Date
14/01235/VC	Variation of conditions 1, 2 and 7 of planning permission 13/02031/RM to provide for amendments to the scheme to allow for a new substation, revised level information to provide for sub-soil to be re-used on site, revised landscaping details, omission of apartment 81 and amendments to window details.	APPR	23/12/2014
15/00298/RM	Reserved Matters for erection of 172 dwellings and associated works in connection with application 13/02089/VC.	APPR	09/06/2015
15/00837/VC	Variation of Condition 2: Arboricultural Method Statement of previous permission 14/00874/RM.	APPR	07/09/2015
15/01195/NM A	Amendments to planning permission 13/02031/RM.	APPR	04/09/2015
15/01230/VC	Variation of condition 7 - bus gate of planning permission 13/02089/VC in order to change timing for delivery.	APPR	13/11/2015
17/01852/NM A	Non-material amendment of previous permission 15/00298/RM to allow various alterations to some elevations.	APPR	28/11/2017
18/01586/RM	Reserved matters of access, appearance, landscaping, layout and scale to add 1 no. additional dwelling and amend design of adjoining unit in relation to outline planning permission 12/00703/O.	APPR	04/01/2019
18/01591/MA	Material amendment to previous permission 15/00298/RM to allow amendments to house/site layouts, landscaping and brick detailing.	APPR	04/01/2019
18/01866/F	Temporary construction site access.	APPR	29/03/2019
19/00497/MA	Material Amendment of previous permission 15/00298/RM (Reserved Matters for erection of 172 dwellings and associated works in connection with application 13/02089/VC).	APPR	04/07/2019

Ref	Proposal	Decision	Date
19/00978/MA	Material amendment of previous permission 15/00298/RM to allow new plans for an altered site layout and dwelling mix.	APPR	09/10/2019
19/01188/VC	Variation of Condition 31 of previous permission 15/01230/VC to allow revised accessibility standard.	PCO Awaiting updated legal agreement	
21/00503/EIA1	EIA Screening request for Reserved Matters approval for the erection of 83 dwellings and associated works pursuant to outline planning application 12/00703/O as varied by 13/02089/VC.	EIANRQ	07/05/2021
21/01076/D	Details of Condition 16: Landscape management plan, Condition 17: Bat and bird boxes, Condition 18: External lighting, Condition 19: Relocation of reptiles, Condition 25: Interim Travel Plan, Condition 32: Contamination, Condition 36: Construction method statement, Condition 37: Surface water drainage scheme, Condition 39: Archaeology WSI, Condition 40: Foul sewage capacity, Condition 43: Sustainable construction of previous permission 15/01230/VC.	PCO Consideration running alongside this application	

The proposal

11. The proposals are for 76 dwellings, comprising 2 and 3 storey houses of 2 to 4 bedrooms and a three storey block of 1 bedroom flats at the northern end of the site. The site will be served by a single point of vehicular access from Saxoncote Avenue, the main spine road through the wider development. The access is located towards the southern end of the eastern boundary of the site. There are a number of secondary access points into the development for pedestrians and cyclists from Saxoncote Avenue and Earham Green Lane.
12. The development has been designed around the principle of traditional connected streets with houses fronting streets, with back gardens to the rear and 'home zone' shared surfaces used where possible. Car parking is largely provided on plot or in close proximity to the dwelling that it serves. The exception to this is the rear parking court arrangements to serve the properties which front on to Saxoncote Avenue for which no front access is possible.

13. The development incorporates areas of green space in the form of a 'Village Green open space' to the north of the site and a neighbourhood 'Pocket Park' in the centre, with green peripheral areas adjacent to Earlham Green Lane and the woodland belt to the south, that act as green links and buffer zones. Some of these green spaces incorporate informal opportunities for children's play within the landscape design.
14. 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
Scale	
Total no. of dwellings	76 12% 1 bed (9 units) 47% 2 bed (36 units) 21% 3 bed (16 units) 20% 4 bed (15 units)
No. of affordable dwellings	52 (68%) All units for affordable/social rent
No. of storeys	2-3 storeys
Density	31 dwellings per hectare
Appearance	
Materials	Red and buff brick, white render, black vertical boarding
Energy and resource efficiency measures	Air source heat pumps to each property.
Transport matters	
Vehicular access	A single new vehicle access point is proposed from Saxoncote Avenue to the south of Ladysmock Way.
No of car parking spaces	97 spaces and 17 visitor spaces.

Proposal	Key facts
No of cycle parking spaces	1 space per flat. Houses have gardens where cycles can be stored.
Servicing arrangements	From proposed residential streets.

Representations

15. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. No letters of representation have been received.

Consultation responses

16. 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.

Public protection

17. No comments to make regarding this application.

Environment Agency

18. No response received.

Highways

19. The revised layout plan has provided additional parking provision for some of the affordable dwellings. Where a second space has been provided I would support this amendment and also the provision of 1 space per apartment for plots 1 – 9 is supported.
20. With regards plots 10 – 21 I remain of the view that 1 parking space per dwelling located to the rear in locations that do not relate very well to the individual plots results in a poor layout and the potential for increased levels of on-street parking. However, I accept this is mitigated by provision of the lay-bys on Saxoncote Avenue, in front of these plots. The remaining area at risk of on-street / footway parking is the section adjacent to plots 24 – 31, who all only have 1 parking space each and no visitor parking provision. Provision of a raised table in this area may also make footway parking more likely. However, if the City Council is of the view that the appropriate balance has been provided by these amendments I would not wish to raise a highway related objection on this issue alone.
21. With regards provision of a cyclepath on the west side of Saxoncote Avenue, I do not accept provision through the development is an acceptable alternative. The requirement for a cycle route for north bound cyclists is to ensure there is a continuous, direct and safe route through the wider area. Requiring cyclists to divert through this development or the recently constructed scheme on the opposite side will not fulfil this requirement. However, as stated above, I would not wish to raise a

highway related objection to the lack of cycle provision on Saxoncote Avenue, if the City Council deem the layout be acceptable.

Housing strategy

22. Having examined the above application I can confirm that the site area and number of dwellings proposed trigger the thresholds of the Council's affordable housing policy. The current requirement is for 33 % of dwellings to be delivered as affordable housing, which would equate to 25 units out of the proposed total of 76 dwellings. This proposal which delivers well in excess of this requirement is very welcome. Norwich has a high need for affordable housing, in particular 1 bed flats, 2 bedroom 4 person houses and 4+ bedroom houses so the mix of sizes of housing proposed will help to meet this housing need. We therefore welcome the proposal to deliver a mix of 52 units of Affordable Housing and 24 units of Market Housing totalling 76 dwellings on this site.
23. It is pleasing to see that all units are of tenure neutral design with the proposed materials for the development consistent across tenures. The affordable housing and market housing is distributed across the site with the market housing being accessed from different access points on the roads rather than all together on one road. The proposal to deliver 10% of dwellings to be built to Lifetime Homes standard is welcome to promote health and independence of residents.
24. It is good to see a commitment to sustainable construction and renewables in the development. It is proposed to incorporate a high degree of energy efficiency in the home designs which will help to minimise the contributors to climate change, benefit the residents in terms of lower energy bills which will help to reduce fuel poverty and promote health.
25. All dwellings are expected to meet Nationally Described Space Standards and having checked the plans which have been submitted, I am pleased to say that they appear to meet this requirement.

Landscape & Ecology

26. Landscape - Generally, the proposals are acceptable and include many positive elements. Some aspects of the masterplan would benefit from further layout and design consideration with suggestions for amendments made.
27. Ecology - Given the overall net loss of biodiversity which would arise from the development and the lack of clarity about the cumulative effects of previous phases, I am unable to support the application. However, it may be possible to demonstrate that this net loss would be mitigated off-site and by future phases providing that this is adequately planned for, and a mechanism secured for delivery.

Norfolk historic environment service

28. We have no further advice to issue and look forward to the conditioned archaeological mitigatory works being completed.

Lead Local Food Authority

29. I can confirm that the County Council as Lead Local Flood Authority has no comments to make on this reserved matter application relating to the Layout, Scale, External appearance and Landscaping.

Norfolk police (architectural liaison)

30. Comments, observations and concerns relating to excessive permeability; free movement through rear parking areas; limited natural surveillance of rear parking areas; encouraging an 'active street scene' amongst a rear parking area is not recommended due to the potential to generate crime and anti-social behaviour; the positioning of the pocket park adjacent to the rear of dwellings can increase the potential for crime and complaints from increase noise and nuisance; limited surveillance from rear of flats over parking area.

Norfolk Constabulary (*comments made by NPS on behalf of*)

31. Central Government place great emphasis on the role of the Police. Furthermore, National Planning Policy Framework (NPPF) gives significant weight to promoting safe communities (in section 8 of the NPPF). This is highlighted by the provision of paragraph 92, which states
32. *Planning policies and decisions should aim to achieve healthy, inclusive and safe places which.....*
- b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion*
33. Norfolk Constabulary have the responsibility for policing making Norfolk a safe place where people want to live, work, travel and invest. A key to providing sustainable communities that are safe and accessible so that crime and disorder does not undermine community cohesion (and quality of life) is to ensure that the necessary police infra-structure is available, in locations where major new development places significant additional pressures on Police resources.
34. Norfolk Constabulary have highlighted that this application represents a significant proposal that will place additional pressure on police resources. This development, alongside other development proposals at Bowthorpe, will place additional strain on existing resources. Therefore, to address this, further investment will be required to enhance the capacity of the police linked to additional developments in the area. If this is not funded and delivered through the planning system, the consequence is that additional stress will be placed on already stretched existing police resources.
35. Whilst recognising that this is a reserved matters application, it is considered that in future major applications should address the impact on policing in the context of NPPF advice with developer contributions required for the infrastructure needed by the police to deliver a safe and secure environment and quality of life (and limit crime and disorder and the fear of crime) for residents.

Anglian Water

36. We note that the site falls within a Source Protection Zone, we have assessed the potential impact of the site and have concluded that there is no risk to our potable water source.
37. The foul drainage from this development is in the catchment of Whitlingham Trowse Water Recycling Centre which currently does not have capacity to treat the flows from the development site. Anglian Water are obligated to accept the foul flows from the development with the benefit of planning consent and would therefore take the necessary steps to ensure that there is sufficient treatment capacity should the Planning Authority grant planning permission.
38. We have reviewed the applicant's submitted foul drainage strategy and flood risk documentation and consider that the impacts on the public foul sewerage network are acceptable to Anglian Water at this stage. We request that we are consulted on any forthcoming application to discharge Condition 40 of the outline planning application 12/00703/O, to which this Reserved Matters application relates, that require the submission and approval of detailed foul drainage information.
39. We have reviewed the applicant's submitted surface water drainage information and consider that the impacts on Anglian Water's public surface water sewerage network are acceptable and have been adequately addressed at this stage. We request that we are consulted on any forthcoming application to discharge Condition 37 of the outline planning application 12/00703/O, to which this Reserved Matters application relates, that require the submission and approval of detailed surface water drainage information.

South Norfolk Council

40. Do not wish to make comments in relation to this application.

Assessment of planning considerations

Relevant development plan policies

41. **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
42. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
 - DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM4 Providing for renewable and low carbon energy

- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing

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

- Policy R38 - Three Score, Bowthorpe – urban extension (housing, community facilities, open and play space and associated infrastructure).

The site at Three Score, Bowthorpe (32.2 hectares) is allocated for development as a sustainable urban extension primarily for housing, providing in the region of 1200 dwellings, with associated community facilities, recreational and informal open space, green infrastructure and an integrated network of vehicular, pedestrian and cycle routes through the site.

Development will:

- deliver a balanced mix of housing across the scheme as a whole including appropriate provision for housing for the elderly, institutional residential and nursing care and other housing for special needs;
- provide permeability through the site including connections to the existing strategic cycle network, new bus routes and a network of attractive and walkable pedestrian routes providing for safe and convenient movement within and between existing and proposed housing areas, the Bowthorpe district centre, the new village centre and the Yare valley and open countryside beyond;
- provide significant areas of recreational and informal open space, play space, green infrastructure (including retained woodland) and enhance ecological networks to support biodiversity and geodiversity;
- provide new community facilities including a village centre with local shops and service uses;
- be planned as an exemplar development with a distinct character and identity, providing for exceptionally high standards of design, energy efficiency and flood resilience (including addressing identified risks from fluvial and surface water flooding);
- respect the character and distinctiveness of the surrounding area, in particular to improve the setting of Bowthorpe Hall and the surrounding conservation area, preserve the open character of the Yare valley and

distinctive landscape of the valley edge, and maintain strategic long views through and beyond the development area.

Other material considerations

44. Relevant sections of the National Planning Policy Framework July 2021 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF5 Delivering a sufficient supply of homes
- NPPF8 Promoting healthy and safe communities
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF15 Conserving and enhancing the natural environment
- NPPF16 Conserving and enhancing the historic environment

45. National Design Guide January 2021

46. Supplementary Planning Documents (SPD)

- Affordable Housing SPD adopted July 2019
- Open space & play space SPD adopted October 2015
- Trees, development and landscape SPD adopted July 2016

Case Assessment

47. 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

48. Key policies and NPPF paragraphs – JCS4, SAR38, DM12.

49. The principle of residential development for up to 1000 homes has been established as part of earlier outline planning permissions on this site (12/00703/O varied by 13/02089/VC and 15/01230/VC). As such this current application is for reserved matters in relation to access, appearance, landscaping, layout and scale of the proposed housing only and no consideration of the acceptability of housing on this site is necessary.

50. The outline consent was granted on the basis that development coming forward across this large area would be guided by a number of high level plans which set out the principles that subsequent reserved matters details for each phase of development should follow. In general terms the proposed reserved matters are in broad accordance with the parameters, green infrastructure, movement framework,

building heights and street frontages plans approved at outline stage. The details surrounding these considerations is covered in more detail within the relevant sections of the report below.

51. The outline consent was granted subject to a number of conditions which require the submission of further technical details for subsequent approval at each separate phase of the development. A separate application to discharge the conditions relevant to this phase was received at the same time as this application and those details relating to ecology, highways, drainage, archaeology and contamination are under consideration separately with input from relevant technical consultees.
52. The outline planning application 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 52 affordable units, which amounts to 68% affordable housing within this third phase which is well in excess of the requirements of the outline consent. All of the affordable units will be available for affordable/social rent and although this tenure mix does not meet with the mix requirements as set out in the Affordable Housing Scheme within the S106 agreed at outline stage (it does not include intermediate tenures), it is understood to reflect the local need to provide more social rented homes in Norwich and is supported by the councils housing development section. Later phases may look to redress this balance of tenures while ensuring that the 33% site wide requirement is met.
53. Although the density of 31 dwellings per hectare in this phase is below the minimum requirements in policy DM12 of the Development Management DPD of 40 dwellings per hectare, the density has been affected by site specific considerations relating to topography and the provision of open space. The topography of the land falls from north to south and results in significant level differences which was tackled on phase 2 with the use of high retaining walls at great expense and with significant visual impacts. The site layout for this phase has instead been designed to work with the topography of the land providing a more gentle gradient and spacing of properties to limit the use of lower retaining walls delivering a better quality of development at a lower density.

Main issue 2: Reserved matter – access (including parking)

54. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9.
55. There is a single point of access to the development off Saxoncote Avenue towards the south of the site. This arrangement differs from the outline parameters plan which indicates two potential access points from the spine road into home zones which extend through the development and connect to Earlham Green Lane. It is not considered necessary to provide two separate means of vehicular access from Saxoncote Avenue, while the adoption requirements of the highway authority have necessitated some deviation from the complete provision of home zones across the phase. However, the internal road layout incorporates a raised platform and leads on to home zones with a shared surface for pedestrians and a number of footpath and cycle connections between Earlham Green Lane and Saxoncote Avenue. The layout will help manage traffic speeds and create a safe and attractive built environment across the development and is considered an acceptable layout with access provision broadly in accordance with the parameters agreed at outline stage.

56. Each dwelling will have 1-2 designated parking spaces as appropriate to the dwelling size. Most of these designated spaces will be off-road, reducing the amount of undesignated on-street parking and subsequently reducing the potential for highway/safety concerns. Whilst there are some parking spaces along the frontage on Saxoncote Avenue, these are to accommodate visitor parking. In the main, parking is arranged so that it does not dominate the street scene. The exception to this is the rear parking court arrangements to serve the properties which front on to Saxoncote Avenue for which there is no front access. The temporary highway drainage swale on the west side of Saxoncote Avenue is being removed with alternative drainage arrangements made beneath the ground. The layout in this part of the development has been particularly problematic as the housing in this part of the site requires an active frontage to Saxoncote Avenue, but vehicular access across this frontage is not possible. The surface treatment and landscaping design in this area is crucial in making this a more attractive transitional space on approach to the pocket park at the northern end of the application site.
57. The proposal will provide 117 designated parking spaces (including a disabled parking space) for 76 dwellings and 17 visitor spaces. The applicant maintains that this is in accordance with the city council's parking standards (across the development as a whole) which require a minimum of one parking space per dwelling and a maximum of 1.5 parking spaces for 1 and 2 bedroom dwellings and two parking spaces for 3 or more bedroom dwellings. This results in there being at least 1 space available for each dwelling across the development and wherever possible 2 spaces are provided. The amount of parking provision is appropriate given the location of the development within 150 metres of a frequent bus service accessed from Clover Hill Road to the north and adjacent to pedestrian and cycle facilities.
58. The cycle storage for the development will be provided in sheds for the houses and a communal cycle store for the flats, visitor cycle parking will also be provided. This would be in accordance with the Council's parking standards and Policy DM31.
59. Although not raising an objection the highway authority has commented on detailed technical issues and raised concerns relating to the provision of parking to the rear of properties, including whether there is a need for pedestrians and cyclists to cross the open space between the two parking court areas and the need for enhanced facilities for cyclists along Saxoncote Avenue. The development has been designed to be permeable with traffic calming measures and home zones which will provide a safe environment for pedestrians and cyclists to link to Earlham Green Lane/Clover Hill Road. There is also a cycle/pedestrian link running to the rear of the care home to the east of the site to Clover Hill Road, which could link up to a new cycle path on future phases of development to the south of the tree belt.
60. A condition of the outline approval requires any development which fronts on to the main spine road to make provisions in the vicinity of the site to widen and landscape the spine road, with the purpose of accommodating uphill cycle lane provision. The comments from the highway authority reflect this. However, having assessed the reserved matters layout for this phase of development and the options that it provides for cyclists to pass through the development on less heavily trafficked routes, of a gradient no steeper than that of Saxoncote Avenue, it is reasonable to rely on the scheme layout as submitted to make provision for north south cycle access without

the need for further provision along this section of Saxoncote Avenue itself. This option would also accord with the condition of the outline.

Main issue 3: Reserved matters - layout, scale and external appearance

61. Key policies and NPPF paragraphs – JCS2, DM3, NPPF section 8, 11, 12.
62. The proposals comprise a layout mainly designed around the principle of an outward facing development of traditional connected streets with houses fronting streets, with back gardens to the rear. 'Home zone' shared surfaces are used where possible to ensure connectivity through to existing and proposed green space/green corridors within and surrounding the site.
63. The layout is broadly consistent with the parameters plan approved as part of the original outline consent which shows the parcel of land pertaining to this phase to contain an area of proposed open space 'OS1' to the north flanked by development blocks dissected by 'home zone' streets.
64. Three street typologies are proposed including primary routes, secondary neighbourhood streets and then informal home zones. The streets would be surfaced differently according to their hierarchy. Issues concerning adoption, ownership and maintenance have resulted in the main north-south route through the site requiring a standard highways construction (with asphalt surface, raised kerbs and dedicated footways) for adoption purposes.
65. The connected street layout is permeable, allowing pedestrian and cycle movement into and through the development in a number of directions and through a hierarchy of routes to a number of differing destinations. The movement framework plan approved as part of the original outline consent indicates a north-south shared use footpath/cycle route through the centre of the development. Although such a provision in exact terms is not possible or indeed necessary within the proposed layout, the provision for pedestrian and cycle movement across the site is considered appropriate given the anticipated destinations of people wanting to pass through the site.
66. The orientation of dwellings and consideration of the use of boundary treatments ensure that streets, parking areas and areas of open space experience appropriate levels of surveillance and are overlooked. Provision of benches and natural play space within the open space and pocket park will encourage active use of these spaces and encourage natural surveillance of these areas through usage. Generally, parking is proposed off street for most of the development, with spaces closely located to the dwellings they serve wherever possible.
67. The eastern section of the site noticeably departs from this layout as the front entrances to the dwellings face on to Saxoncote Avenue, whereas access to these properties by vehicles is gained from the rear. This has necessitated the use of two rear parking courts to serve these dwellings linked by a north-south path between used by pedestrians and cyclists only. This arrangement prevents this area from being used as a through road/shortcut for vehicles and in turn lowers vehicle speeds in this area while allowing connectivity to and through the pocket park.
68. The police designing out crime officer has raised an issue of excessive permeability with limited surveillance in this arrangement as a concern, citing potential for

increased crime and anti-social behaviour. Of particular concern is the pedestrian and cycle link between the two parking areas which the highway authority has also queried in relation to conflicts between areas in private ownership and areas accessible to the public. These concerns are appreciated and noted. However, it is contended that there will be adequate natural surveillance of the parking courts and paths and the pocket park area of open space. The pocket park is overlooked by the three adjacent properties facing directly on to and being accessed from this area of open space. The rear parking courts are overlooked directly by the front windows of one property and the first floor windows of each of the properties to Saxoncote Avenue while the boundary treatment around their rear gardens is solid to a height of 1.5metres with a trellis top allowing an appropriate balance of privacy to these rear amenity areas and at the same time allowing opportunity for surveillance of the parking courts. The applicant has also clarified that the access through the parking courts, paths through the development and the open space will be maintained and managed by the site management company and will be available for use by the general public. On balance the layout of the development in this area of the site is considered acceptable.

69. Houses range in height from 2-3 stories with the larger three storey block of flats and taller dwellings located in prominent corner locations and positions which mark entrances and routes into and through the site from Saxoncote Avenue and side roads which feed from the east into this main road through the site. The building heights and overall scale of the buildings are considered appropriate for a residential area considering the context of the development which has been constructed on earlier phases. In addition, it is noted that the development is broadly in accordance with the 'building heights and significant frontages plan' approved as part of the outline consent. This allows a frontage of up to 10 metres height facing on to the green areas of Earlham Green Lane and the new public open space to the north with development up to 13 metres height to other frontages. As such the proposed building heights are considered acceptable.
70. The single large block of flats is designed in a simple contemporary manner with elegant, clean and simple multi directional brick facades. The houses are also designed in a contemporary manner; featuring a mixture of design elements which make reference to more traditional house types, such as pitched roofs of different forms and a mix of render, brick and boarded facades. Overall, the contemporary architectural approach will appear very similar to the recently constructed phases of the Three Score development. However, the slight variations to house types, with off street parking and a less dense layout will ensure the same level of quality design while transitioning through a different phase of new development and adding to the local distinctiveness of the area.
71. The applicant has provided a Building for Life 12 Assessment which indicates that the development would achieve 12 green scores, suggesting that it would be eligible for an 'outstanding' accreditation. While most of the points are accepted as a fair assessment there are elements of the assessment that are perhaps a little over-generous in their scoring. In particular legibility of some of the routes through the site and the size of the parking courts would likely bring the scores in the assessment down. However, the development would probably achieve the standard required to be eligible for Building for Life Accreditation, which would be sufficient to meet the Building for Life silver standard (now superseded) requirements of policy JCS2.

72. Paragraph 134 of the NPPF requires development to be well designed and reflect local design policies and government guidance on design including the National Design Guide and National Model Design Code. While this authority has not yet produced a design code the development can be considered against the ten characteristics of well designed places that the National Design Guide sets out. The proposals represent a single phase of a much larger development which is already emerging with a distinctive identity that contains and has easy access to public green spaces. This phase provides a tenure neutral development which allows integration and connection through to existing and future phases for all and which relates positively to the private, shared and public spaces around it. Together this helps to create an overall character of place that the National Design Guide promotes.
73. The application also makes separate provision for a temporary construction compound located in an area to the south of the tree belt. The area will be used for welfare, offices, materials storage, wheel washing and parking and will be secured using hoardings and Heras fencing. Its location to the south of the woodland tree belt, visible from the Yare Valley is a necessity as there is no more available land to the north. This type of provision is however not an unusual requirement of a development site and is located close to the application site and the highway to minimise wider disturbance to ecology and habitats and minimise noise and disturbance to residential neighbours. The removal of the compound and reinstatement of the land at the end of the construction of the phase can be secured by planning condition.

Main issue 4: Reserved matter - landscaping (incorporating open space, trees and biodiversity)

74. Key policies and NPPF paragraphs – JCS1, DM3, DM6, DM7, DM8, NPPF section 15.

Landscaping and open space

75. The Green Infrastructure (GI) Plan and details contained within the Environmental Statement approved at outline consent shows a 'village green' open space of approximately 0.2 hectares (2,108m²). The area was envisaged as informal green space with tree and bulb planting and wildflower seeding. This area links a number of existing green spaces and provides GI connectivity on and off site. The GI Plan also shows a natural buffer between the tree belt and development blocks at the south of the site and the existing green link along Earlham Green Lane to be maintained and enhanced.
76. The open space provision within the proposed development is not however provided within one single area of open space, instead it is found within a larger village green area to the north of the site and a pocket park in the centre of the site. The village green will contain natural play features. The pocket park is a smaller more intimate arrangement with seating and toddler play provision. The areas can be utilised by the wider community, enhancing the amenity of existing residents. In addition, further green areas are provided adjacent and supplementary to Earlham Green Lane and the woodland tree belt to the south. These areas act as a buffer between existing landscape features and the new development. The areas of open space are to be managed and maintained by a management company. The open space arrangement differs from that shown in the outline parameters plans,

however it is consistent with the requirement from the outline permission, to provide 0.21 hectares of open space within this phase.

77. The layout responds positively to the existing tree belt along the southern boundary and the existing trees and hedges along Earlham Green Lane, creating an attractive outlook for these residents. There is limited space for landscaping to the front of dwellings facing on to Saxoncote Avenue, however the dwellings on the opposite side of this road have similarly constrained frontages.
78. Views of the site from the river valley are largely screened by the existing tree belt, but some elements of the proposed roof forms may be visible further up the slope, although any views will be relatively distant and glimpsed. Conversely, views towards the river valley are also largely screened by the tree belt meaning that the development is unfortunately not able to realise the benefits of these views.
79. The council's landscape architect has commented that broadly, the landscape proposals would help to integrate the development and provide attractive, useable open spaces, given the constraints of the layout. Conditions requiring detailed landscaping proposals including species type and number are required in order to address the comments raised by the Council's landscape officer. Subject to conditions, the proposals would demonstrate an appropriate urban design approach, supported by an adequate landscaping strategy, in accordance with policy.

Trees

80. The proposal has been informed by an arboricultural implications assessment. The development would result in the loss of two category B trees, two category C trees and four category C tree groups for development purposes. A total of 52 trees will be lost and in order to mitigate for their loss 17 new heavy standard and 41 smaller trees or larger shrubs are proposed within the landscape proposals. The remaining trees will be retained and protected during the development of the site in accordance with the arboricultural method statement.
81. A biomass calculation report estimates that the tree removal will result in 3.3 tonnes of biomass loss whereas the replacement planting represents 0.083 tonnes of biomass provision. If calculated from the time of planting 10 times as many trees would require planting which is unfeasible on a development site such as this. However, provided the landscaping is maintained to allow it to become established the trees and 893 linear metres of new hedgerow being planted would exceed the amount of biomass lost over a 10 to 15 year period. This approach to site landscaping is considered acceptable given that the site is allocated for new development, has the benefit of outline planning permission and the development retains the more significant trees on the site and incorporates an extensive landscaping scheme.

Ecology and biodiversity

82. At outline stage it was acknowledged that the proposals would result in habitat loss for invertebrates and considered the impact on the ecology of the site in general when it was acknowledged that even after mitigation and enhancement the impact would be minor negative. This harm to biodiversity was balanced against the need to provide housing and ultimately the development was approved.

83. The outline consent required further ecology surveys to be submitted with reserved matters applications for each phase to ensure that information was up to date and to influence further mitigation measures which could be secured at reserved matters stage based on the information within those additional surveys.
84. An ecology assessment and two separate addendums have been submitted with this reserved matters application. These reports include a habitat survey and general species report, scoping in reptiles, foraging bats, nesting birds, hedgehogs and invertebrates (as a sub-set of the assemblage of open grassland and scrub-grassland mosaic of at least County value) although no further species surveys were recommended as necessary.
85. The main issue is the mosaic of scrub and grassland which would be lost, due to the important invertebrates which this habitat supports. These are of at least County level value when considered at the level of the wider Three Score site in 2013 [baseline]. The site is also located within a B-Line ('bee'-line) for pollinating insects.
86. In quantitative terms biodiversity net gain will not be achieved within the phase boundary itself, however there is no assessment of the extent of biodiversity loss available. A significant re-design would be required to increase the area of naturalistic vegetation and reduce garden areas and the number of dwellings to minimise the impact on existing vegetation. There is no current policy requirement to quantify biodiversity net gain within a development. Clearly overall this phase of the development would cause adverse ecological effects and a loss of biodiversity. However, the proposals do include a number of qualitative biodiversity enhancements, including;
- Bird (7) and bat (3) boxes on suitable trees within the northern site boundary,
 - Swift boxes – 20 in 2 or 4 groups, high on gables not south facing,
 - A landscaping scheme which provides wildflower areas, hedges and trees which interface with existing mature scrub and wooded areas which provide benefits to a number of species including invertebrates. The retention of vegetation along Earlham Green Lane and the woodland tree belt to the south with scrub buffer along the development edges is proposed, together with site wide landscaping and mitigation for invertebrate habitat loss in the form of mounds, slopes and areas of disturbed ground associated with areas of informal play and along pedestrian paths.
87. These phase specific on-site biodiversity enhancement measures will be provided alongside a range of wider on and off-site enhancements which were documented within the Environmental Statement and approved under the outline planning permission for the whole of the extent of the area granted outline planning permission. Such measures include the provision of open space of differing functions and green linkages within previous and subsequent phases of new development. Off site provision includes the requirement to provide landscaping and biodiversity enhancement measures and wider footpath links within areas of scrub between the south of the site and Earlham and Bowthorpe Marshes, management of The Marl Pit and Bunkers Wood and restoration of historic parkland and wildflower meadow in areas adjacent to Bowthorpe Hall.

88. It must be acknowledged that the site has outline planning consent for the development in question and is an allocated site which is fundamental to the delivery of housing in the Norwich policy area. Turning to this reserved matters application, it is considered that the landscaping proposals and enhancement measures identified go as far as can reasonably be required to secure further mitigation for this phase of development. However, given the previously identified impacts on biodiversity as a result of the whole development it is necessary to require planning conditions to secure ecological monitoring and evaluation, mitigation and enhancement including a wildlife movement strategy and landscaping details with an emphasis on ecological planting design for this phase. Together with relevant conditions of the outline planning consent which secure the production of a landscape management plan, provision of green infrastructure and secure agreement of lighting details for each phase of development inclusive of this phase, this should ensure that the mitigation and enhancement measures are carried out in such a way as to achieve the anticipated benefits.

Main issue 5: Amenity

89. Key policies and NPPF paragraphs – DM2, DM11, DM12, DM13, NPPF section 12.
90. The proposed dwellings are of sufficient size that they meet the national space standards. In addition, all houses include enclosed private gardens and in some cases roof terraces, which would provide adequate outdoor amenity space. Each of the flats also has the benefit of a balcony to provide some outdoor amenity space for occupiers and they also have easy access to the public open space adjacent to the north. As such the proposals would provide a good standard of amenity for future occupiers.
91. The proposed roof terraces and balconies are located on properties adjacent and with views towards the woodland tree belt, green space or towards Saxoncote Avenue thus minimising opportunities for overlooking of private gardens or towards proposed or existing dwellings. Also, given that the presence of balconies and roof terraces will be known to future occupiers before they move in, this arrangement is considered acceptable. As such the proposals are considered to provide a high standard of amenity for future occupiers.
92. Existing dwellings located to the north of the site are some distance from the proposed development across the opposite side of Earham Green Lane, which benefits in the most part from mature trees as a form of natural screening. There is limited potential for overlooking of gardens and windows of neighbouring dwellings situated on the east side of Saxoncote Avenue. However, these properties are situated approximately 20m from the proposed development across the width of the public highway 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.
93. The location of the site compound to the south of the woodland tree belt is sufficient distance from existing and proposed new residential dwellings to not give rise to residential amenity concerns relating to noise and disturbance associated with its use.

Compliance with other relevant development plan policies

94. 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, 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, adequate in storage and collection points are provided.
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition of outline - Fabric First approach and air source heat pumps.
Water efficiency	JCS 1 & 3	Yes subject to condition of outline.
Sustainable urban drainage	DM3/5	The surface water drainage strategy is to connect into the wider surface water Sustainable Drainage System (SUDs) via a piped system which will connect into Lagoon B to the south of the site. These features were designed with sufficient capacity to accommodate surface water from future phases of development. This prevents the need for on-site SUDs features which would reduce the developable area.
Tree protection	DM7	The submitted arboricultural report considers that the proposed dwellings can be constructed without harming trees proposed to be retained. 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.

Requirement	Relevant policy	Compliance
Accessibility standard	DM12	10% of the dwellings to be built to current relevant accessibility standards as required by condition of outline.

Other matters

95. It is relevant to note that a number of material considerations and policy issues have been considered at the outline stage, these include surface water drainage, archaeology, contamination, wider transport implications including access and travel planning, provision of open space and off-site improvements. Many of these matters are subject to conditions on the outline consent. These matters have been considered by officers and no further detailed assessment of them is required as part of this reserved matters application. It is not considered that the approval of the reserved matters will have particular implications on these matters or prevent feasible design of necessary infrastructure to be agreed via condition (e.g. such as surface water drainage infrastructure).
96. Comments provided on behalf of Norfolk Constabulary (see paragraph 34 above) suggest further investment will be required to enhance the capacity of the police linked to additional developments in the area which if not funded and delivered through the planning system, will place additional stress on already stretched existing police resources. The site is allocated for a large scale mixed use development and has the benefit of outline planning permission. Any such requirements should have been identified at the time of the original grant of planning permission to allow provisions to be made as necessary within the Section 106 legal agreement which accompanies the grant of outline consent. There has been no subsequent change in policy requirements which would allow for such infrastructure provision to be made under this reserved matters application. The comments provided recognise that the application is for reserved matters and are provided in the context of information relevant to future major applications and are noted.

Equalities and diversity issues

97. There are no significant equality or diversity issues.

S106 Obligations

98. The S106 agreement as part of the outline consent secured the full range of contributions, including affordable housing provision and financial contributions towards infrastructure provision as listed below;
- Bunkers Wood Enhancement commuted sum,
 - Earlham and Bowthorpe Marsh Park improvements commuted sum,
 - Historic Parkland Restoration commuted sum,
 - Infant School Contribution,
 - Junior School Contribution,

- Library Contribution,
- Transport Contribution,
- Yare Valley Walk Extension commuted sum

in order to meet the needs of the development, including this phase.

Local finance considerations

99. 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.
100. The outline consent was granted before the adoption of CIL and therefore the scheme is not CIL liable.
101. 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.
102. In this case local finance considerations are not considered to be material to the case.

Conclusion

103. The principle of development has been accepted in the grant of outline consent. The proposed reserved matters of access, layout, scale, external appearance and landscaping are broadly in accordance with parameters set within the parameters, green infrastructure, movement framework, building heights and street frontages plans of the original outline consent. The proposed development would provide much needed housing in line with the site allocation and would contribute significantly to the identified housing need in Norwich. The proposed layout and architectural approach to the development would appear consistent with more recent phases of development in Bowthorpe and provides an acceptable amount and arrangement of public open space and landscaping.
104. It is acknowledged as it was at outline stage that the impact on biodiversity will not be fully mitigated, however subject to the further ecological mitigation measures discussed in this report and subject to the use of planning conditions it is considered that the proposals go as far as can reasonably be required in the context of the reserved matters in question.
105. The proposals would provide a high standard of amenity for existing and future occupiers and provide an appropriate highways layout, with good pedestrian and cycle links and adequate car and cycle parking provision.
106. Taking the above matters into account it is considered that on balance the proposals are considered to be acceptable. 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.

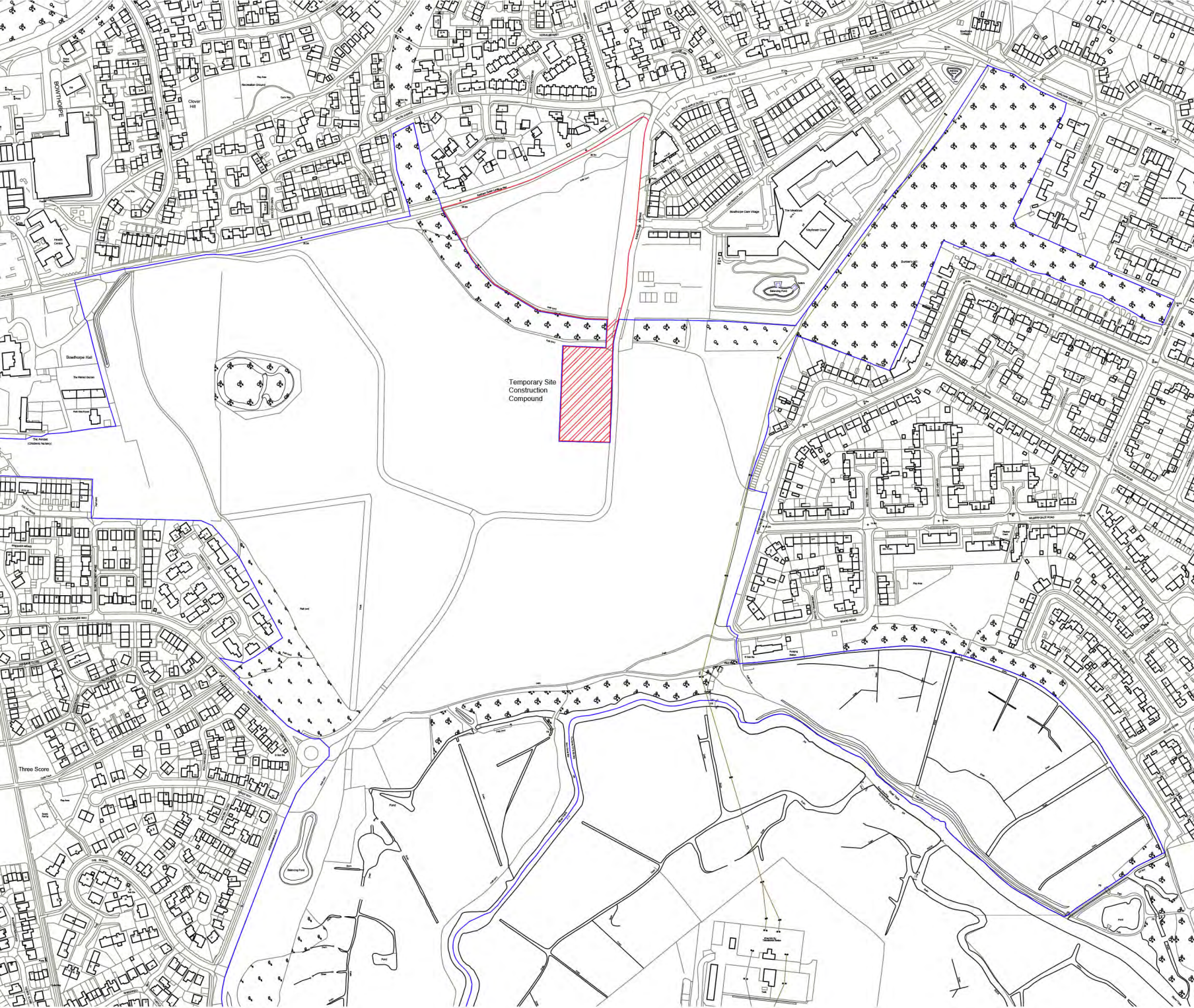
Recommendation

To approve application no. 21/01073/RM - Three Score Site Land South of Clover Hill Road Norwich and grant planning permission subject to the following conditions:

1. Prior to their first use on site and if different from those used within Phase 2, details of external materials and hard surfacing to be agreed.
2. Landscaping details to emphasise ecological planting design and following the principles set out in the submitted landscaping plans to be agreed.
3. Ecological mitigation & enhancement plan to include a wildlife movement strategy and following the principles set out in the submitted ecological information to be agreed.
4. Ecological monitoring and evaluation to be agreed.
5. Roads, footways and cycleways to be constructed to binder course before dwellings are occupied.
6. Roads, footways and cycleways to be constructed to approved specification before final dwelling is occupied.
7. Provision of visibility splays as shown on plans before first occupation.
8. Tree protection in accordance with the AIA.
9. Removal of temporary site construction compound upon completion of the phase in accordance with details to be agreed.

Article 35(2) statement

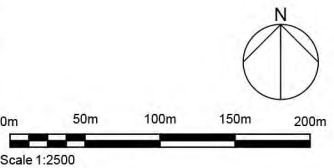
The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



All dimensions to be verified on site by Main Contractor before the start of any shop drawings or work whatsoever either on their own behalf or that of sub-contractors. Report any discrepancies to the Contract Administrator at once. This drawing is to be read with all relevant Architect's and Engineer's drawings and other relevant information.

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NOTES:

- Key:
- Site Boundary
 - Land within NCC Ownership
 - Temporary Site Construction Compound



P2	23.07.21	Amendment to boundaries	KD	DAG
P1	22.07.21	First Issue	DAG	DAG
Rev.	Date:	Description	Ckd.	Apr.

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Project:
ThreeScore Phase 3
Bowthorpe,
Norwich

Drawing Title:
Wider Site Location Plan

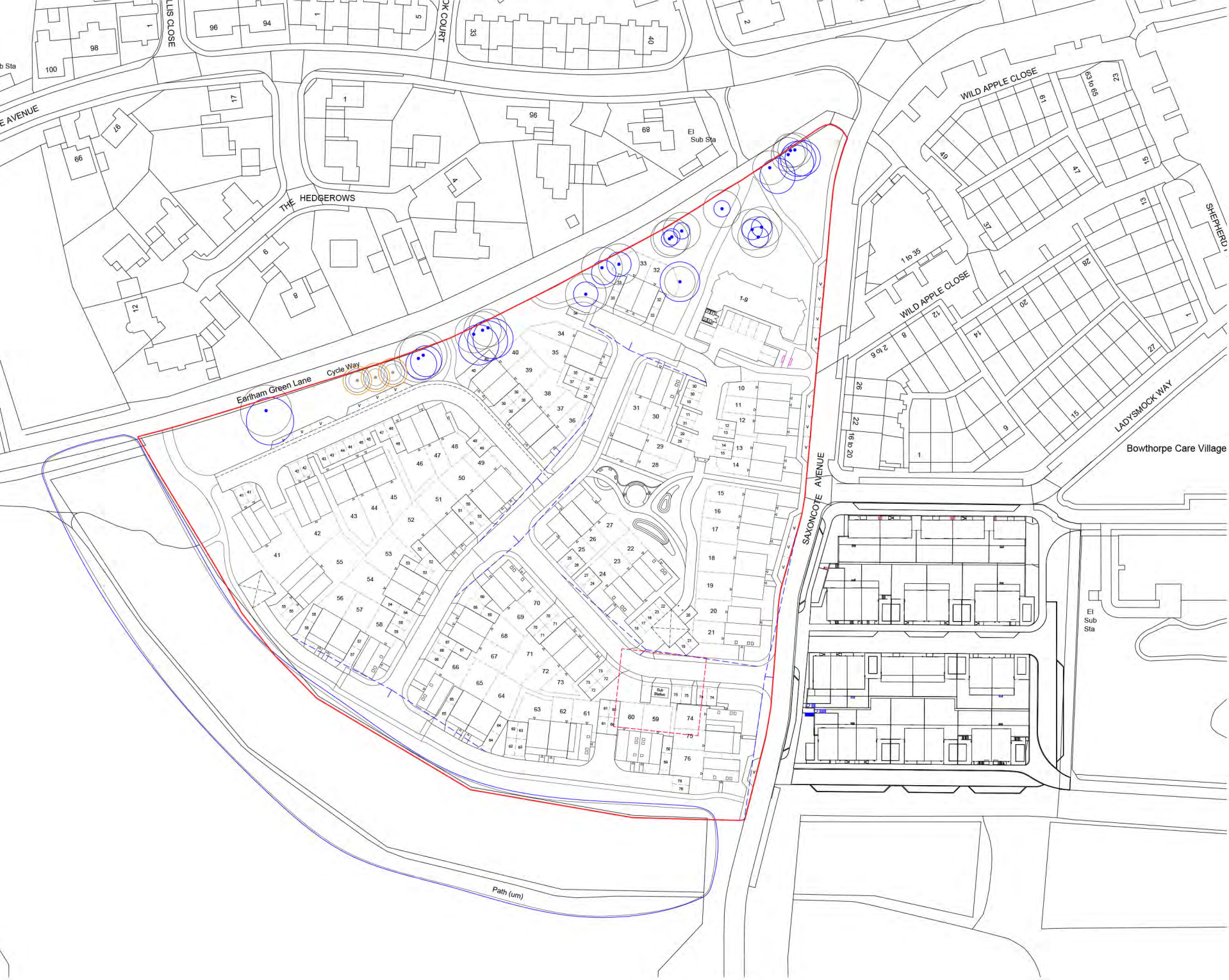
Client:
Norwich City Council

Scale @A2:
1:2500

Date:
22.07.21

Project Number:	Drawing Number:	Revision:
012-19	0110	P2

Purpose of Issue:
Planning



All dimensions to be verified on site by Main Contractor before the start of any shop drawings or work whatsoever either on their own behalf or that of sub-contractors. Report any discrepancies to the Contract Administrator at once. This drawing is to be read with all relevant Architects' and Engineers' drawings and other relevant information.

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NOTES:

0m 10m 20m 30m 40m
Scale 1:500

P5	05-10-21	Increased Parking Spaces	DAS	DAS
P4	01-10-21	Increased Parking Spaces	KD	DAS
P3	18-09-21	Updated to suit highways comments	DAS	DAS
P2	27-08-21	Updated to suit highways comments	DAS	DAS
P1	15-01-21	First Issue	DAS	DAS
Rev		Date	Description	DAS

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Project:
**ThreeScore Phase 3,
Bowthorpe,
Norwich**

Drawing Title:
Masterplan

Client:
Norwich City Council

Scale @A1:
1:500

Date:
13/07/2021

Project Number: 124-19	Drawing Number: 0200	Revision: P5
Purpose of Issue: Planning		



Aerial image looking North



View of apartments from open space



View of pocket park from plot 17