Report to	Planning applications committee	Item
	13 August 2020	
Report of	Area development manager	
Subject Reason for referral	Application no 19/01147/F - Land for Storage and Premises Opposite 153 Holt Road, Norwich Objections	4(a)

Ward:	Catton Grove
Case officer	Sarah Hinchcliffe - <u>sarahhinchcliffe@norwich.gov.uk</u>

Development proposal				
Construction of vehicle hire depot including associated external storage,				
parking areas and creation of vehicular access.				
Representations				
Object Comment Support				
9	0	0		

Main issues	Key considerations
1. Principle of development	Use in this location.
2. Design	Position, height, scale, massing of new
	building.
3. Trees, landscaping and	On-site and off-site landscaping and
biodiveristy	biodiversity enhancement.
4. Transport	Access, parking, cycle parking, refuse
	storage and collection
5. Amenity	Impact on surrounding neighbours
6. Impact on Norwich Airport	Safeguarding
7. Flood risk	Flood risk of development, water
	management and disposal.
Expiry date	3 February 2020 (extended to 14 August
	2020)
Recommendation	Approve



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Planning Application No19/01147/FSite AddressLand opposite 153 Holt Road

Scale

1:1,250







The site and surroundings

- 1. The site is an area of open former paddock land, which is partly enclosed by galvanised steel palisade fencing and gates and is located adjacent to the A140 Holt Road to the north of the city. The site is located in close proximity to Norwich Airport.
- 2. To the north of the site is a further area of paddock land formally occupied by a traveller family, with Norwich Airport and the runway to the north of this. To the east is Gambling Close, which features a number of industrial units/hangars, which houses the East Anglian Air Ambulance and other helicopter based operations at the airport. To the south is a landscape buffer to land operated by the airport. To the west is Holt Road and a number of residential dwellings on the opposite side of the road, located within the parish of Hellesdon.

Constraints

- 3. The site is designated for either airport related development or employment development purposes under Policy R30 of the Norwich Site Allocations and Site Specific Policies Local Plan.
- 4. Areas of the site are at risk of surface water flooding.
- 5. The site is located outside of, but adjacent to the airport operational area, the extent of which is directly adjacent to the east and south and 50 metres to the north.

Relevant planning history

6. <u>17/01555/O</u> - Outline application including matters of access for vehicle hire business. Approved 14/05/2018.

This application established the principle of use of a smaller extent of land in this location for vehicle hire use, using the same point of access to the development from the Holt Road. Outline planning permission was granted subject to a number of conditions intended to control noise from the site and creation of a suitable access, with matters such as landscaping, layout, scale and appearance of any buildings to be dealt with by a subsequent reserved matters application.

Ref	Proposal	Decision	Date
05/00489/F	Replacement of existing perimeter fencing and gates.	Approved	7.9.2005
05/00958/U	Change of use to provide storage space for vehicles.	Refused	9.1.2006
06/00674/F	Proposed improvement of existing access and provision of hardstanding to site	Refused	21.8.2006
	area.	Appeal dismissed	1.11.2007

Ref	Proposal	Decision	Date
07/01077/F	Retrospective application for retention of replacement 5m wide gates following approval of 4m wide replacement gates under reference 05/00489/F.	Approved	7.12.2007
08/00354/F	Proposed relocation of fleet hire business and builders store to land off Holt Road.	Refused	11.6.2008

The proposal

- 7. Full planning permission is sought for a vehicle hire business including the erection of a depot building and offices with large areas of vehicle parking/storage and access from Holt Road. The applicant is Trott Rentals Ltd who provide commercial vehicle hire, including vans and trucks of varying sizes up to 44 ton with and without trailer. The business is currently located at 21 Hurricane Way within the Airport Industrial Estate and will employ 8 full time members of staff at the proposed new premises.
- 8. The applicant has stated that the current site on Hurricane Way is constrained in terms of its layout and size, and this presents logistical problems which impede the operation and efficiency of the business. Congestion issues within the surrounding industrial estate which occur at peak times are also cited as impediments to the business. The applicant wishes to relocate to a purpose built and designed premises, to include a hire vehicle maintenance area, a small office and large areas of hire vehicle storage, as it is stated this would allow the business to operate more efficiently and meet market demand more effectively through expansion of its fleet of vehicles as necessary.
- 9. The southern part of the site benefits from outline planning permission for the proposed use as set out in the planning history section above. Since that time, the applicant has acquired further land to the north necessitating a full application for the proposed development on what is now a larger site.

Proposal	Key facts
Scale	
Total floorspace	711 square metres (including first floor above office accommodation)
No. of storeys	Two in part. Workshop consists of full height single storey.
Max. dimensions	21 metres by 31 metres, 8 metres high (to ridge), 5.9 metres high (to eaves)

Summary information

Appearance		
Materials	Plastic coasted steel sheeting for roof and brickwork walls. uPVC windows and doors, composite fire doors and plastic coated steel workshop doors.	
Energy and resource efficiency measures	Future solar PV array shown on south facing roofslope.	
Operation		
Opening hours	Monday to Friday – 07:30 to 17:30, Saturday 09:00 to 12:00, Sundays and Bank Holidays – none stated.	
Staff	8 full time	
Ancillary plant and equipment	Up to 5 air conditioning units to serve office accommodation. Vehicle workshop uses powerlift, compressors and welding equipment.	
Transport matters		
Vehicular access	From Holt Road.	
No of car parking spaces	6 spaces for staff; 10 spaces for visitors, including 1 disabled space.	
No of cycle parking spaces	Number not stated, but area shown between building and customer parking spaces.	
Servicing arrangements	From access to site from Holt Road.	

Representations

10. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 9 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at http://planning.norwich.gov.uk/online-applications/ by entering the application number.

Issues raised	Response
Since the NDR has opened there are more vehicles than ever using Holt Road, having an adverse impact on highway safety.	See main issue 4

Issues raised	Response
Increased traffic on this extremely busy stretch of road will add to congestion adversely affecting the free flowing movement of traffic along Holt Road	See main issue 4
An up to date traffic census since the opening of the NDR should be commissioned to ascertain how busy and dangerous the road is.	See main issue 4
Another large entrance on the A140 will make it dangerous for residents living opposite to enter and exit their drives safely. Access to the site should be gained via Amsterdam Way instead.	See main issue 4
This will create an increased danger for the large number of cyclists using the road.	See main issue 4
The site is not suitable for the proposed vehicle hire business if it is not feasible for the entrance/exit of the site to be from Gambling Close as Policy R30 prefers.	See main issue 4
Detrimental to residential amenity in terms of extra noise and pollution from the proposed vehicle hire business and additional traffic generated by the business	See main issue 5
Headlights from use of the access would shine into windows of residential properties opposite.	See main issue 5
Could the building be relocated further north away from residential properties?	See main issue 2
Out of scale development.	See main issue 1 and 2
Better screening/fencing should be installed like at the airport park and ride site.	See main issue 3
Loss of trees.	See main issue 3
The planning history for the site shows similar uses have been refused and dismissed at appeal.	See main issue 1

Consultation responses

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

Environmental protection

- 12. No comment. The noise issues on the site are largely mitigated by the site layout with the loudest operation being the washing of vehicles being positioned so that the building is a barrier to the transmission of noise.
- 13. Having visited the site many times over the years I can confirm that it is significantly impacted by road traffic noise that will mask operations on site. It may however be prudent to suggest a condition limiting any plant and machinery to the rear of the building to take advantage of the new building as a noise barrier.

Highways (local)

14. As the access is on a classified road, it will require Strategic Highways to be consulted. It will also require consideration of the proposed TCF yellow Pedalway extension to Horsham St Faiths that is planned on the eastern side of Holt Road. Somehow a 3m wide shared use path used by pedestrians and cyclists will need to cross this new site access safely. It must not be allowed to present a danger or an obstacle or to the progress of cyclists using the yellow pedalway.

Highways (strategic)

- 15. The applicant has previously secured outline planning permission at the site for similar proposals. This was achieved after outlining that access from Gambling Close is not feasible and proposing an access which engineers out the right turn into the site to address previous concerns regarding slow stopping turning movements and impact on the free flow of traffic.
- 16. The current application is similar to those previously approved, albeit on a larger site with the same access arrangements directly onto Holt Road.
- 17. Whilst our preference would be for the site to be accessed from Gambling Close. On balance it is felt that we could not substantiate an objection to the proposals, as the proposals offers a technical acceptable solution. Suggest the inclusion of various conditions to ensure highway safety.

Landscape

- 18. Having discussed previous iterations of the scheme and reviewing this latest proposal, I can confirm that I would not raise a landscape objection.
- 19. It is a shame that part of the Northern boundary remains unscreened and open, especially given that this will be an area for vehicle turning or possibly vehicle storage. However, the most sensitive boundary that needed addressing in planning terms is that to Holt Road, and I consider the treatment proposed is adequate.
- 20. The privet hedge is an unusual addition, however will serve a purpose in terms of additional screening of the vast hardstanding area.

21. Some of the specification details of the planting have not been provided, this information would need to be confirmed in order to demonstrate that the planting will be adequate. This information can be secured by the standard condition being applied.

Ecology

- 22. The amended plans and Preliminary Ecological Appraisal (PEA) represent an improvement and the PEA does now correspond with the Landscaping Plan. I understand that the boundary trees are to be retained and should therefore be protected during construction.
- 23. The impact upon biodiversity, if the proposals are all implemented, would be slightly beneficial. Unfortunately there does not appear to be any significant net gain of biodiversity provided here.
- 24. If you consider the proposal is acceptable I would request conditions to secure the mitigation and enhancement measures and a Construction Environment Management Plan.

Norfolk historic environment service

- 25. Recent large scale archaeological excavations east and west of the application site in the parishes of Horford and Old Catton have revealed significant remains of Bronze Age and Roman date of types unknown four years ago. As the application site has not been under arable cultivation for most of the latter parts of the 20th century many of the usual mechanisms for generating historic environment record data have been absent and therefore detailed information on the archaeological potential of the site is lacking.
- 26. There is potential for previously unidentified heritage assets with archaeological interest (buried archaeological remains) to be present within the current application site and that their significance would be affected by the proposed development. If planning permission is granted, we ask that this be subject to a programme of archaeological work in accordance with National Planning Policy Framework 2019 paragraphs 199 and 189.

Hellesdon Parish Council

27. Object. There were concerns about the impact of increased volumes of heavy goods traffic at peak times of the day, and road safety access to and from the Holt Road given the proposed expansion of the East Anglian Air Ambulance HQ and the proposed moving of the Recycling Depot.

Tree protection officer

28. No objections from an arboricultural perspective.

Norwich Airport

29. Do not object provided the following conditions are applied to any grant of planning permission:

- Any external lighting should be of a flat glass, full cut-off design and horizontally mounted to prevent light spill above the horizontal.
- Photovolataic solar panels shall be designed and mounted to prevent glare and a glint and glare assessment shall be submitted prior to installing such panels.
- Any sustainable urban drainage (SuDS) shall not be of an open water design.
- Any use of cranes should be in accordance with BS7121 and CAP1096 and the Airport should be notified in advance.

Landscaping amendments are an acceptable compromise. Keeping hedges trimmed will help reduce berry production. The trees would need to be maintained at a height not exceeding 15 metres above ground level.

Lead Local Flood Authority

- 30. **Initial comments and early revisions** object to the planning application in the absence of an acceptable Drainage Strategy. There is insufficient information to demonstrate that surface water arising from the development would not result in an increased risk of flooding to the site or by discharging it to a location which would lead to the increased risk of flooding elsewhere.
- 31. The LLFA are aware of multiple incidents of internal and external flooding to properties directly downstream of the site. With this in mind, the LLFA consider any upstream management of surface water to be of critical importance.
- 32. **Final comments on revised drainage design** the applicant has provided a revised Drainage Strategy to account for the local flood risk issues and surface water drainage at this location. With the submission of revision P3 of the Drainage Strategy the concerns raised in our previous response have been sufficiently addressed by the applicant. We are able to remove our objection, subject to conditions requiring the development be carried out in accordance with revised Drainage Strategy.

Anglian Water

- 33. The foul drainage from this development is in the catchment of Whitlingham Trowse Water Recycling Centre that will have available capacity for these flows.
- 34. The sewage system at present has available capacity for these flows via a gravity connection to the public foul sewer in Holt Road. It is noted that it is proposed to discharge flows from a pressure wash to the foul sewer. Whilst this is acceptable in principle, these flows would be considered as "Trade Effluent" for which an application to discharge trade effluent must be made to Anglian Water. In order for us to make an accurate capacity assessment, we will require the submission of a proposed discharge rate and a breakdown of the chemicals in the effluent in order to assess the biological capacity of the receiving water recycling centre. Until such time, we cannot permit the discharge of trade effluent from the development to the public foul sewer.
- 35. From the details submitted the proposed method of surface water management does not relate to Anglian Water operated assets. Anglian Water recommends that petrol/oil interceptors be fitted to all car parking/washing/repair facilities. Failure to

enforce the effective use of such facilities could result in pollution to the local watercourse and may constitute an offence.

Assessment of planning considerations

Relevant development plan policies

- 36. 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
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation

37. 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
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM11 Protecting against environmental hazards
- DM16 Supporting the needs of business
- DM17 Supporting small business
- DM27 Development at Norwich airport
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM33 Planning obligations and development viability

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

• R30 – The Paddocks, Holt Road

Other material considerations

39. Relevant sections of the National Planning Policy Framework March 2019 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF6 Building a strong, competitive economy
- 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

- NPPF16 Conserving and enhancing the natural environment
- NPPF16 Conserving and enhancing the historic environment

Case Assessment

40. 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 polices are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the council's 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

41. Key policies and NPPF paragraphs – JCS5, JCS12, SA R30, DM1, DM16, DM17, NPPF chapters 2 and 6.

The most relevant policy to the proposal is Policy R30 of the Norwich Site Allocations and Site Specific Policies Plan, which states:

The Paddocks, Holt Road, is allocated for either:

- airport operational uses, where an airport masterplan endorsed by the city council within two years from the adoption of this plan demonstrates that the land is required for airport operational purposes during the plan period, or;
- development for general employment purposes (use classes B1, B2 and B8) where:

a) the agreed airport masterplan referred to above demonstrates that the land will not be required for airport operational purposes during the plan period, or; b) no masterplan for the airport has been endorsed by the city council within two years from the date of adoption of this plan.

In all cases, development will:

- provide vehicular access to the site only from Gambling Close, unless it can be demonstrated that satisfactory direct access from Holt Road can be achieved without unacceptable impacts on highway safety or the free flow of traffic;
- provide appropriately for servicing, parking and other transportation requirements, taking account of the need to promote sustainable transport in accordance with DM policy DM28;
- demonstrate (through a noise impact assessment) that appropriate account has been taken of the potential impacts of noise from existing and proposed
- airport operations and noise generation from the development itself, in accordance with DM policy DM11;
- incorporate suitable boundary treatment, screening to the Holt Road frontage and mitigation measures to reduce the impact of the development on the outlook and living conditions of adjoining and nearby residents, in accordance with DM policies DM2 and DM3.
- 42. With regard to the first requirement of the policy, although a masterplan for the airport was endorsed by the council in October 2019, it is significantly longer than two years since adoption of the Site Allocations and Site Specific Policies. Within the masterplan the land in question is shown to be outside of the airport operational

boundary and not in the ownership of Norwich Airport and therefore does not feature within any of the airports future development proposals. This means that general employment development for use classes B1, B2 or B8 is acceptable. The proposed use is sui generis, but it is an employment use which is considered to be in keeping with the aims of the policy.

- 43. It should also be noted that proposals for a similar form of commercial development were approved in outline form at planning committee in May 2018. This application differs from that previously approved in that the application site is now 86% larger as it includes a further area of paddock land to the north. Also the application includes full details of the building and areas of parking, access, drainage and landscaping.
- 44. The proposal remains in accordance with the principles set out in policies JCS5, JCS12, and guidance within the NPPF. Specific requirements of policy R30 are considered under the relevant sections to follow.

Main issue 2: Design

- 45. Key policies and NPPF paragraphs JCS2, DM3, NPPF sections 8, 11, 12.
- 46. Policy DM3 requires new development to respect, enhance and respond to the character and local distinctiveness of the area with design of all development having regard to the character of the surrounding neighbourhood and elements contributing to the overall sense of place.
- 47. The character and local distinctiveness of development on the east side of Holt Road is one of large scale commercial development, including hangars and warehouse scale development associated with operations at the airport and extensive areas of car parking associated with the airport and Airport Park and Ride site. Opposite on the west side of the wide expanse of Holt Road however is suburban residential development. To the north is the more open, rural character associated with the airport operational boundary, including its runway and agricultural fields extending up to the northern distributor road (NDR or Broadland Northway).
- 48. The proposed depot building is of a scale, form and materials which is not dissimilar to the commercial development in evidence in this area. The position of the building on the site has been influenced by the need for large vehicles to directly access the building from the site access and manoeuver through and exit the building as easily as possible. The incorporation of office accommodation with its associated glazing within the western end of the building provides some visual interest to the building.
- 49. The extent of the airports localiser beam which limits building heights within the eastern section of the land has also had a significant impact on the height and position of the building on the site. The building is orientated so as to not directly face towards the residential properties on the opposite side of Holt Road.
- 50. A later revision to the plans shows a 'future solar array' indicated across most of the south facing roofslope. The inclusion of such renewable energy generation measures are welcomed and would not be considered visually unacceptable on the roofslope of a building such as this, subject to meeting the airport requirements to

provide a glint and glare assessment to prevent their installation having an impact on operations at the airport.

- 51. Large areas of the site will be covered with hard surfacing to aid operational requirements of the business allowing the manoeuvrability of large vehicles and aiding their storage on the site. The applicant was asked to consider reducing the extent of hard standing and/or using a more permeable hard standing solution such as permeable paving or permeable tarmac, however the applicant insists that such products are not suitable for use on this site as they are not robust enough to prevent damage by manoeuvring large vehicles. Whether the extent of hardstanding proposed is acceptable should be considered alongside the extent and type of landscaping and biodiversity enhancement measures proposed around the site perimeter (considered as main issue 3) and also the context of the area, given the existence of large areas of hard surfacing on surrounding sites.
- 52. On balance given the site context and the uses and activities taking place around the site the development is considered acceptable as it is not considered to have an unacceptable impact on the character and appearance or local distinctiveness of the area.

Main issue 3: Trees, landscaping and biodiversity

- 53. Key policies and NPPF paragraphs JCS1, 12, SA R30, DM3, DM6, DM7, NPPF section 12, 15.
- 54. An arboricultural report has been submitted which demonstrates that development of the site would safeguard existing trees. It is unfortunately the case that the northern part of the site had been cleared of scrub and small trees prior to the carrying out of the tree and ecology survey and subsequent submission of this planning application. Any remaining trees are located outside of the site along the western boundary within the highway verge. Landscaping details have been provided on an annotated site plan which provide a level of information sufficient to understand the extent and type of mitigatory landscaping proposed.
- 55. Policy JCS12 seeks to improve the gateways to Norwich by seeking environmental and townscape improvements on all major routes from the urban edge to the city centre. In addition Policy R30 sets out requirements for suitable screening and landscaping of the site. The site frontage currently features a number of mature trees within the highway verge, however there is an unappealing galvanised steel palisade fence which is visible in certain places. New hedgerow planting is proposed along the frontage of the site with Holt Road, consisting of a combination of mixed native hedgerow inside the pallisade fencing and privet hedge (providing continuous cover throughout the year) outside of the fencing at the entrance to the site and between the customer parking and the roadside verge. This is considered to be suitable boundary treatment, which provides screening to the most sensitive Holt Road frontage and reduces impacts on the outlook and living conditions of nearby residents that policy R30 requires.
- 56. The fourteen new trees proposed to be planted in the north west corner of the site and along part of the northern boundary and the native species hedging will also serve to provide additional vegetative screening of the site when approaching from the north along the A140.

- 57. Policy DM6 strongly supports and encourages appropriate proposals which deliver significant benefits or enhancements to local biodiversity. While NPPF paragraph 175 supports the conservation and enhancement of biodiversity and encourages developments which provide improvements and net gains for biodiversity.
- 58. A preliminary ecological appraisal and impact assessment was provided in support of the application which identifies that the site comprises grassland, scrub and trees along the western site boundary which represent moderate biodiversity value. Recommendations within the report to improve site biodiversity for bird, bat and invertebrate species required some modification due to safeguarding issues at Norwich Airport surrounding the provision of landscaping which attracts birds.
- 59. Revised biodiversity enhancement and mitigation measures have been proposed which would reduce the overall impact of the development from at worst moderate adverse impacts to minor adverse-neutral impacts. Measures include:
 - (a) habitat supplementation measures including bat boxes for roosting opportunities and bird nesting boxes on boundary tees within the site,
 - (b) planting native broad-leaved trees,
 - (c) new native species hedge planting along the palisade fence lines,
 - (d) a minimum buffer strip of 3 metres should be left along the site margins and tree lines to maintain habitat connectivity,
 - (e) any new external lights will be set on a motion detector and positioned in such a way that they do not shine on the tree canopies along the west roadside boundary
- 60. With an aim to retain and supplement boundary habitats and maintain a corridor for wildlife around the site, the proposals if all implemented, would have a marginally beneficial impact upon biodiversity. Supplementary tree and hedge cover along the Holt Road boundary of the site will maintain habitat connectivity for bats and birds along this roadside boundary. While the buffer strip along the southern and eastern boundary provides effective habitat for invertebrates and terrestrial mammals in a location where provision of hedging cannot be sufficiently justified in visual amenity terms. The location of the airport operational boundary hinders wider habitat connectivity from the site to land further north and east. Unfortunately, the proximity of the site to the airport has also diminished some of the efforts to provide more diverse, fruit and berry producing landscaping, reducing the opportunity to deliver a significant net gain of biodiversity.
- 61. Some of the identified measures have been included within the landscaping details provided, with outstanding detail to be secured by conditions requiring the submission of a Construction Environment Management Plan (CEMP) and further landscaping management and maintenance details.

Main issue 4: Transport

62. Key policies and NPPF paragraphs – JCS6, SA R30, DM28, DM30, DM31, NPPF section 9.

- 63. As stated above, it is a requirement of policy R30 to "provide vehicular access to the site only from Gambling Close, unless it can be demonstrated that satisfactory direct access from Holt Road can be achieved without unacceptable impacts on highway safety or the free flow of traffic". The application proposes vehicle and pedestrian access direct from the A140 Holt Road. The access would be designed in such a way to prevent northbound vehicles from making a right turn into the site, instead they would have to go around the roundabout further north on the A140 and double back, before turning left into the site. This would ensure the site does not cause congestion through turning movements for northbound traffic on the Holt Road. Highway officers are satisfied with the access proposals, which are the same as was approved as part of the outline planning approval granted at the site in 2018. Conditions are recommended to control the off-site works that would be required to implement the access.
- 64. The minor off-site highway works proposed include an uncontrolled crossing point from the western side of Holt Road to a short new section of footway to the south side of the new site access on the eastern side of the road. This will allow pedestrians to access the site and travel to work from the local area or by local bus services with stops a maximum of 800 metres from the site. The local highways officer commented that pedestrians and cyclists must be able to cross any new access safely upon the proposed extension of the yellow pedal way along the east side of Holt Road. A planning condition can secure this at detailed design stage of the site access and off-site works, if it remains a relevant consideration at the time of submission of the information to allow construction to commence.
- 65. In terms of increased traffic, the Transport Statement submitted with the application states that on average the existing business hires out 7 vehicles per day. The maximum recorded number in a single day was 27, however this was an exception to the rule. In addition there would be 8 staff members travelling to and from the site and one service vehicle travelling to and from the site. Based on these figures the likely maximum numbers of daily movements is 63 two way movements, although in reality the movements are likely to be lower than this on an average day. The maximum number of movements would result in a 0.5% increase in the number of vehicles which use the Holt Road over the course of an average day (using a pre NDR construction baseline), which is not considered to be a significant increase.
- 66. However, the development proposed on this site would allow expansion of vehicle hire operations beyond the limits that its current location places on it and beyond the levels outlined within the submitted Transport Statement. The Highway Authority however is content that with the approved access arrangements directly on to the A140, the site size and type of development proposed would unlikely lead to levels of traffic generation that would generate highway concerns.
- 67. Residents of Holt Road who live opposite the site and Hellesdon Parish Council are concerned that traffic volumes have increased on the road, in particular during rush hour periods. They are concerned of the impact that this may have on congestion and highway safety and the ability of customers and staff to access the site safely and any consequential impacts on them accessing their properties opposite. The submitted Transport Statement does not include traffic data since the NDR has been open and the highway authority were not able to provide any up to date position as to whether the opening of the NDR has had a positive or negative impact on traffic volumes on the A140. The highway authority did however explain

that this is a principle radial route into the city and as such it would be expected to accommodate significant volumes of traffic compared to other roads lower in the route hierarchy. Highway officers at both a strategic and local level raise no objections to the proposal.

Main issue 5: Amenity

- 68. Key policies and NPPF paragraphs SA R30, DM2, DM11, NPPF sections 12, 15.
- 69. There are a number of residential properties opposite the site and concerns have been raised by residents regarding the potential impacts of noise and light pollution from the proposed development.
- 70. A noise impact assessment has been provided by the applicant to inform the proposal. The assessment identifies the airport and traffic using the local road network (including the busy Holt Road) as being the main noise sources affecting the existing noise climate. It considers typical noise from plant associated with the proposed building and likely noise from internal and external plant installations and its impact on the closest residential dwellings, approximately 60 metres from the building on the opposite side of Holt Road. Measurements were carried out and details supplied of existing plant and equipment used at the applicants existing business facility, including up to 5 air conditioning units to existing office space, powerlifts, compressors and welding equipment to the workshop area. This information was also verified against previously measured noise levels within a vehicle maintenance workshop for HGVs/vans.
- 71. The construction of the building was initially proposed to be single skin cladding protected at a lower level by a 2.1 metre high internal blockwork wall. Roller doors on the northern and southern elevation are proposed and an assumption is made that the roller doors to the north elevation remain open to provide ventilation. A revision to the plans proposes brickwork walls, which would only serve to improve the noise attenuation capabilities of the building.
- 72. Externally, given the high ambient noise levels along Holt Road from road traffic it was considered that any increase in noise level associated with vehicle movements on the site would be negligible. The proposals include a pressure wash bay for which noise measurements from a similar existing HGV pressure wash area were considered.
- 73. The noise assessment maps highest calculated noise levels on the nearest noise sensitive receptor, from cumulative plant noise of all plant being operated at the same time. The assessment assumes the operating hours restrictions from the outline planning permission will be in place at the site. The resultant calculated specific sound level for all operations remains significantly lower than existing background noise levels measured in a location at a distance equivalent to the distance of the closest residential properties from the Holt Road. Therefore, noise breakout from the building and externally mounted air conditioning plant is highly unlikely to result in an adverse impact on the nearest dwellings along Holt Road. Therefore, taking into account the existing noise climate and noise control measures, the residential amenity of the nearest residential receptors would be adequately protected and should not result in any adverse impact or perceptible change in noise level as a result of the proposed development.

- 74. The council's environmental protection officer has confirmed that the site is currently significantly impacted by road traffic noise. The proposed site layout will mitigate noise impacts, with the noisiest operations taking place away from residential properties, with the building itself acting as a noise barrier. Use of planning conditions could ensure that this remains the case.
- 75. A number of planning conditions to control the impacts of the proposal were attached to the outline consent for similar development approved in 2018 and which remains extant. It remains reasonable and necessary to include the same conditions at this time. These include restricting the opening hours of the business to between 7.30am and 8.00pm Monday to Saturdays, and no opening on Sundays or public holidays. The exception to this would be on the occasions where customers wish to return vehicles outside of normal opening hours. This would operate by customers returning the vehicle to the depot and posting the keys through a drop-box, the instances of this are understood to be relatively rare and therefore the impacts associated with it are considered acceptable, providing that this is the only activity which takes place outside of the prescribed times.
- 76. Slightly more restrictive time constraints are recommended for the servicing and repair of vehicles and pressure washing of vehicles with it being recommended that this does not take place outside of the hours 7.30am 6.30pm Monday to Saturdays and no servicing/repairs/pressure washing to take place on Sundays and public holidays. Further conditions preventing vehicle servicing outside of any building are recommended to ensure impacts on local residents are acceptable.
- 77. Regarding the impact of light pollution, it is considered that there would be some impact from the vehicles turning into and out of the site for residents opposite the access, but regard is had to the fact the road is well lit, carries a significant volume of traffic and the impact would be intermittent. Furthermore, the conditions restricting opening hours would greatly minimise the instances of this impact during unsociable hours.
- 78. Lighting on the site itself is limited to down lighting units mounted on the building itself. A condition is recommended limiting the hours of use of external lighting on site, to ensure that impacts on neighbours and Norwich Airport are acceptable. Subject to this, the light impacts of the proposal are considered acceptable.
- 79. Adjacent sites in commercial use to the east of the site are far enough away for the proposals to not have a detrimental impact on working conditions of occupants of surrounding businesses.

Main issue 6: Impact on Norwich Airport

- 80. The application site is in close proximity to Norwich Airport the proposal has the potential to affect the airport in terms of airport safeguarding due to the proximity of the site to radar and localiser equipment and the main runway.
- 81. Discussions and negotiations have previously taken place between the airport and the applicant to ensure there is no conflict with safeguarding equipment. Extensive discussions have taken place with the airport safeguarding officer and modifications made to the landscaping proposals in order to secure a balance of landscaping which provides some screening and biodiversity benefits while not attracting bird species which the airport seek to deter. A number of conditions are recommended

at the request of Norwich Airport regarding height of cranes, impacts of solar panels, landscaping, materials and external lighting to ensure there is no conflict with safeguarding. Subject to control of all of these matters the Airport raises no objection on safeguarding grounds.

Main issue 7: Flood risk

- 82. Key policies and NPPF paragraphs JCS1, DM3, DM5, NPPF section 14.
- 83. It is a requirement of the NPPF that development does not increase flood risk elsewhere. Policy DM5 goes on to require the incorporation of mitigation measures to deal with surface water arising from development proposals to minimise and where possible reduce the risk of flooding on the site and minimise risk within the surrounding area. The site is located within flood zone 1, however there are localised areas of surface water flooding on the site and on Holt Road adjacent. There are also local instances of flooding effecting properties to the south.
- 84. The proposal will significantly increase the amount of impermeable surfacing on the site as 90% of the site area will be covered with the depot building and associated hard surfacing for storing and manoeuvring vehicles. A Drainage Strategy has been provided by the applicant which has been informed by on-site ground investigation to determine the infiltration potential of the ground.
- 85. The Drainage Strategy involves the discharge from the impermeable areas via pipes into three large localised infiltration crate soakaways. A combination of a 'polypipe permachannel system' with a silt and oil interceptor at the channel outflow and a silt trap located prior to surface water entering the soakaway, are required due to the commercial nature of the site and the need to ensure adequate pollution treatment to reduce metals and hydrocarbons entering into the system.
- 86. The pressure wash bay is a higher risk area which will be hydraulically contained, not allowing discharge to the surface water system. The area will be contained by kerbs acting as a bund to this area, with a 30mm rise to prevent surface water ingress into this area. The effluent containing washing products will, after passing through a wash down interceptor be discharged to the public sewer on Holt Road. Anglian Water after a series of information exchanges have confirmed that their network has available capacity to accommodate the flows from the development, including trade effluent discharge. The applicant is required to obtain a separate trade effluent consent direct from Anglian Water.
- 87. The surface water drainage design has been revised such that it is now suitably sized and can accommodate a 1% critical rainfall event plus climate change (1 in 100 year event with 40% climate change allowance), with all surface water being maintained within the drainage network on the site.
- 88. The Lead Local Flood Authority advise that it is able to remove its early objection to the proposals as the Drainage Strategy design has been revised to manage all surface water on the site and sufficiently address their earlier concerns. The strategy has removed the existing on-site flood risk, accommodating this and surface water from the increased impermeable areas on the site within the drainage system. Local flood risk will be satisfactorily managed and there will be no increase in the risk of flooding on site or elsewhere in accordance with the provisions of the NPPF and policy DM5.

Compliance with other relevant development plan policies

89. 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, motor cycle parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition

Other matters

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

Equalities and diversity issues

91. There are no significant equality or diversity issues.

Local finance considerations

- 92. 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.
- 93. 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.
- 94. In this case local finance considerations are not considered to be material to the case.

Conclusion

95. The proposal accords with the requirements of policy R30, with no objection from highway officers regarding the creation of a new vehicle access onto Holt Road. The appearance, landscaping and biodiversity improvements to the site are considered acceptable given the context of the site adjacent to Norwich Airport and other commercial uses. The amenity impacts, traffic impacts and flood risk of the proposal will be controlled by the use of conditions to ensure no material harm occurs to neighbouring occupiers or to the free flow of traffic and highway safety.

96. 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. 19/01147/F - Land for Storage and Premises Opposite 153 Holt Road, Norwich, and grant planning permission subject to the following conditions:

- 1. Standard time limit;
- 2. In accordance with plans;
- 3. Use of site restricted to vehicle hire only;
- 4. Site not to open to the public (except for the purposes of returning hire vehicles only) outside of the hours 07.30-20.00 Monday to Saturday, with no opening on Sundays or public holidays;
- 5. No servicing or repair of vehicles or pressure washing of vehicles shall take place outside of the hours 07.30-18.30 Monday to Saturday and not at all on Sundays or public holidays;
- 6. No machinery or power tools to be operated outside the building except for the purpose of maintenance of land or buildings;
- 7. No loudspeaker or audio equipment to be used outside of any building;
- 8. Pressure washing of vehicles restricted to the pressure wash area as identified on the plan;
- 9. Front doors to the workshop to remain closed while work in the workshop takes place;
- 10. No external lighting, other than security lighting to be used outside of the hours 07.00-23.00 on any day;
- 11. Access to the site to be via main access only and all other access shall be permanently closed, and the highway verge shall be reinstated in accordance with a scheme to be agreed;
- 12. Gradient of vehicle access not to exceed 1:12 for the first 15 metres into the site as measured from the carriageway;
- 13. Prior to commencement of use any access gates/bollard/chain or other means of enclosure shall be hung to open inwards, set back and thereafter retained a minimum distance of 15 metres from the near channel edge of the adjacent carriageway. Any sidewalls/fences/hedges adjacent to the access shall be splayed at an angle of 45 degrees from each of the outside gateposts to the front boundary of the site;
- 14. Details of one electric vehicle charging point, cycle, motor cycle parking and bin stores to be approved and then provided in accordance with the approved details and retained thereafter for the duration of the use;
- 15. No works shall commence on site until a construction management plan has been submitted including details of any cranes, construction worker parking and wheel cleaning facilities;
- 16. No commencement of development until a detailed scheme for the off-site improvement works (access and pedestrian improvements) have been submitted and approved. Prior to the commencement of the use permitted the improvement works shall be implemented in accordance with the approved details;
- 17. Prior to commencement submission and approval of an Archeological Written Scheme of Investigation;
- 18. Prior to construction of building, materials to be approved;

- 19. Prior to their installation details of solar array including a glint and glare assessment;
- 20. Installation of drainage strategy in accordance with approved details before site first brought into use;
- 21. Supplementary landscaping details;
- 22. Prior to commencement submission of a construction environment management plan (CEMP);
- 23. No tree/hedgerow removal during bird nesting season;

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



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PLANTING SPECIFICATION

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- 12-06-19 PLANNING ISSUE Anglia Design

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