

Planning applications committee

Date: Thursday, 14 January 2021

Time: 09:30

Venue: Remote access

Committee members:

Councillors:

Driver (chair)
Maxwell (vice chair)
Bogelein
Button
Huntley
Lubbock
Neale
Ryan
Peek
Sands (M)
Sarmezey
Stutely

1 vacancy

For further information please contact:

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Information for members of the public

Members of the public and the media have the right to attend meetings of full council, the cabinet and committees except where confidential information or exempt information is likely to be disclosed, and the meeting is therefore held in private.

For information about attending or speaking at meetings, please contact the committee officer above or refer to the council's website

Agenda

Page nos

1 Apologies

To receive apologies for absence

2 Declarations of interest

(Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting)

3 Minutes

5 - 12

To approve the accuracy of the minutes of the meeting held on 10 December 2020

4 Planning applications

Please note that members of the public, who have responded to the planning consultations, and applicants and agents wishing to speak at the meeting under item 4 above are required to notify the committee officer by 10:00 on the day before the meeting. The committee procedures are set out in Appendix 11 of the council's constitution.

Further information on planning applications can be obtained from the council's website:

<http://planning.norwich.gov.uk/online-applications/>

Please note:

- The formal business of the committee will commence at 9.30;
- The committee may have a comfort break after two hours of the meeting commencing.
- The committee will adjourn for lunch at a convenient point between 13:00 and 14:00 if there is any remaining business.

Summary of planning applications for consideration

13 - 14

Standing duties

15 - 16

- | | | |
|------|---|---------|
| 4(a) | Application no 20/01429/F - Land North of 13 - 46
Lakenfields, Norwich | 17 - 40 |
| 4(b) | Application no 20/00802/F – North Side of Hellesdon Hall
Road, Norwich | 41 - 72 |

Date of publication: **Wednesday, 06 January 2021**



Planning applications committee

9:30 to 12.10

10 December 2020

Present: Councillors Driver (chair), Maxwell (vice chair), Bogelein, Button, Lubbock, Neale, Oliver (substitute for Councillor Huntley), Peek, Sands (M), Sarmezey and Stutely

Apologies: Councillors Huntley and Ryan

1. Declarations of interest

Councillor Lubbock declared an other interest and predetermined view in item 3 (below), Application nos 20/01291/F and 20/01295/L – Strangers Club 22-24 Elm Hill Norwich NR3 1HG, as a director and trustee of the Norwich Preservation Trust. She would speak on the item and then leave the meeting, taking no part in the determination of the applications.

Councillor Peek declared a pre-determined view in item 5 (below), Application no 20/01232/F - Vikings Venture Scout Hut, Adjacent to 420 Dereham Road, Norwich, NR5 8QQ, as he had objected to the proposal and would be speaking on behalf of residents in his capacity as the local member for Wensum ward, and then leave the meeting, taking no part in the determination of the application.

2. Minutes

RESOLVED to approve the accuracy of the minutes of the meeting held on 12 November 2020, subject to the following amendment to item 3, Application nos 20/00808/F – Norwich School Refectory, The Close, Norwich, NR1 4DD, and 20/00809/L – Precinct Wall, Palace Street, Norwich, paragraph 6, second sentence, to the insertion of an explanation for the member's question regarding the Norwich Society's interests, in that the applicant's agent, Lanpro, is listed, as one of its supporters on the society's website.

3. Application nos 20/01291/F & 20/01295/L – Strangers Club 22-24 Elm Hill, Norwich, NR3 1HG

(Councillor Lubbock had declared a predetermined view in this item.)

The area development manager (inner) presented the report with the aid of plans and slides. He also referred to the supplementary report of updates to reports, which had been circulated before the meeting and available on the council's website and said that a further condition to the proposed listed building consent was recommended relating to the external appearance of the extract grill.

Councillor Lubbock addressed the committee in her capacity as a trustee and director of the Norwich Preservation Trust. She said that the trust was pleased to support the current application, subject to conditions. The trust was investing in the adjacent property at nos 26-30 Elm Hill. The trust considered that the grease on the wall was a fire-risk and that it was vital that it was addressed as soon as possible. The decommission and removal of the existing extractor system should also be expedited. The trust was, therefore, asking for the removal of the flue and the repair of the hole in the wall, with a fire proofed material, within 6 weeks and only when this was completed could the new west facing flue be installed.

The applicant addressed the committee and confirmed that the Strangers Club accepted the conditions recommended by the officers. It would not be possible to conform with the 6 week timeframe proposed by the trust as the scheme would need building regulation approval and consent from the landlord, as well as contracting out to a contractor. The existing extractor system was not illegal, having been fitted before 1968, and it would be unreasonable not to use the kitchen until the new system had been installed. The hole in the wall was a former window and would be repaired and boarded with stainless steel to prevent fire. The grease on the wall was not related to the current system. The sooner the new system was in place any potential fire risk would be reduced from the installation of the stainless steel board.

(Councillor Lubbock left the meeting at this point.)

The area development manager (inner) responded to the issues raised by the speakers. He pointed out that Norwich Preservation Trust's condition was not reasonable and that a planning condition could not require one party to carry out works to another party's property. The damage to the neighbouring property was a private matter between the parties. However, in this instance, the council was the landlord of both properties and therefore could influence the timescale for carrying out any remedial works in this capacity. The threat of fire was exaggerated; the officer noted that the fire officer had not objected to the previous proposal. It was also important that the sequence of events in terms of the installation of the flue that was the subject of these applications and the removal of the unauthorised flue allowed current use of the Grade II* listed Strangers Club to continue and the sequence of events proposed by the trust was unreasonable as the kitchen would be out of use. The recommended conditions as set out in the report and supplementary report, had been agreed by the conservation officer.

During discussion the area development manager (inner) referred to the reports and answered members' questions. He explained the issue of planning consent was not the end of the process. The applicant would require building control approval, landlord consent and to tender for contractors. The timescale for a discharge of conditions application was 8 weeks. Members were advised not to add a timeframe for the completion of the sequence of events imposed by the conditions. The proposed condition 4, proposed completion of the repair to the hole within 3 months of the installation of the new system would suffice. It was noted that the applicant

was keen to proceed with implementing the proposed scheme as soon as possible. The Norwich Preservation Trust proposed to take on the lease of 22-26 Elm Hill from the council and invest in it as a building at risk. All parties had an interest in the resolution of the repair and it was considered that this could be achieved in the first quarter of 2021, without resorting to enforcement action, which could result in an appeal and ultimately take longer to resolve. It was also noted that refusal of these applications would not be in the best interest of both listed buildings. A refusal and subsequent appeal could take 6 to 8 months for an outcome to be obtained. Members were informed that during further investigation, the hole in the wall, where the existing extractor system was, had formerly been a window. The officers also confirmed that there were no residences that would be affected by the new flue and that a carbon filter was incorporated into the extractor system.

The chair moved and the vice chair seconded the recommendations as set out in the report, with the additional condition summarised in the supplementary report.

Discussion ensued in which members commented that the applicant had revised the scheme within short timeframe and resolved the issues members had raised. Members noted that the remedial works to the wall would be pursued by negotiation and asked that an update on progress was reported to the April meeting of the committee.

RESOLVED, unanimously, to:

- (1) approve application no. 20/01291/F – Strangers Club 22-24 Elm Hill Norwich NR3 1HG and grant planning permission subject to the following conditions:
 1. Standard time limit;
 2. In accordance with plans.
- (2) approve application no. 20/01295/L – Strangers Club 22-24 Elm Hill Norwich NR3 1HG and grant listed building consent subject to the following conditions:
 1. Standard time limit;
 2. In accordance with plans;
 3. Repairs schedule to be submitted;
 4. Timing of works to require removal of existing extract system and making good the hole within 3 months of completion of the new system.
 5. Any damage made good;
 6. Repairs to match adjacent work;
 7. Works to stop if any historical features uncovered;
 8. Demolition/dismantling to be carried out by hand.
 9. Prior to the commencement of relevant works, full details of the external appearance of the extract grill shall be submitted to and approved by the council as local planning authority. Such details shall include details of materials, colour and projection. The works shall be carried out in accordance with the details as agreed.
- (3) ask the area development manager (inner) to report back to the April committee meeting on the progress of the remedial works to the wall.

(Councillor Lubbock was admitted to the meeting at this point.)

4. Application no 20/00422/F - Thorpe Motor Company, 32 - 36 Harvey Lane, Thorpe St Andrew, Norwich, NR7 0DH

The planner presented the report with the aid of plans and slides. She also referred to the supplementary report of updates to reports, circulated in advance of the meeting and available on the council's website, confirming that Broadland District Council's planning committee had approved the application, subject to conditions and a S106 agreement for off-site provision, which was a material planning consideration for this committee.

During discussion the planner, together with the area development manager (inner) referred to the report and answered members' questions. The S106 was required by the Broadland District Council's policies for formal recreation facilities and green infrastructure. Members were also interested in the procedural arrangements for a piece of land that crossed district council boundaries. If this committee refused consent, then the part of the development within the city council's boundary, proposed for vehicle access and bin and bike stores, would not have permission. Broadland District Council was waiting for the city council to determine the application before it could proceed with issuing the determination notice and draft the S106 agreement.

RESOLVED, unanimously, to approve application no. 20/00422/F - Thorpe Motor Company 32 - 36 Harvey Lane Thorpe St Andrew Norwich NR7 0DH and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Landscaping scheme
4. Implementation of landscaping scheme
5. Archaeological work to be agreed
6. Highway access
7. Visibility splays
8. Provision of parking
9. Highway improvements offsite
10. Highway improvements offsite – implementation
11. Contaminated land investigation
12. Implementation of remediation
13. Contaminated land during construction.

(The committee had a short adjournment at this point and reconvened with all members listed present as above.)

5. Application no 20/01232/F - Vikings Venture Scout Hut, Adjacent to 420 Dereham Road, Norwich, NR5 8QQ

(Councillor Peek had declared a predetermined view in this item.)

The area development manager (inner) presented the report with the aid of plans and slides. He also referred to the supplementary report of updates to reports which contained a summary of the letter and other documents that had been sent to

members of the committee by a resident who objected to the application, the officer response and a full copy of the planning inspector's appeal decision.

Councillor Peek addressed the committee as a ward councillor for Wensum ward and on behalf of the residents of Dell Crescent. He said that he would not read out the letter from the resident in Dell Crescent as it was summarised in the updates report and members had each received a copy. He then outlined the objections to the proposed scheme which included concern about traffic flow in the Dell Crescent which was a cul-de-sac, with parking along one side of the road, and concerns about access and that the proposal would exacerbate current problems of parking, which was worse at night. He also referred to the unstable ground conditions on this site and that the council had dealt with the subsidence in 1990, making it unsuitable for development. He called on the committee to refuse this application.

(Councillor Peek left the meeting at this point.)

The area development manager (inner) referred to the report and answered members' questions and explained that in making a decision on this application members needed to be mindful of the planning history of the site. This was similar to the application that the committee had refused in 2014 but which had been allowed at appeal. The inspector had looked at the two main issues for refusal: land stability and traffic flow. The officer view was that there had been no change in circumstances since the inspector's decision in 2016. The ground stability report conducted in 2007 was still relevant and the site was unchanged. It was an infilled chalk pit that would require specific construction methods, and potentially, there were tunnels to the edge of the site. The site could be developed. Members were referred to the planning inspector's appeal decision, attached to the supplementary report of updates reports, which provided the inspector's conclusion on the reasons for refusal, including land stability and traffic flow. The inspector had concluded that Dell Crescent was very short and therefore traffic speeds would be low and unlikely to cause highways issues. There were no highways grounds for refusal. Officers advised that, in their view, the highway conditions had not changed.

During discussion a member suggested that the developers should ensure that local councillors and residents were kept informed during the construction and that this would provide reassurance during the piling. This had been required as part of the community hospital scheme in his ward. The area development manager (inner) agreed that this could be incorporated into the condition relating to the construction method statement requiring the developer to keep residents and local councillors informed of the stages of the construction, particularly to provide reassurance about the timing and extent of the piling. In reply to a member's question, the area manager development (inner) explained that there were two safeguards in place to ensure the safety of the ground conditions: the construction method statement and building regulations. The applicant would be in breach of conditions if the agreed construction method statement was not adhered to. Members were also advised that a structural engineer had certified the 2007 ground stability report, and that the construction methods would follow best practice and minimise the risk of vibration and transmission to neighbouring properties. Members were also advised that a satisfactory ground water survey had been carried out as part of the site investigation survey.

In reply to members' questions, the area development manager (inner) advised members that the committee needed to determine the application before them. The applicant did not own the land in front of the flats. In response to a question about access from Dell Crescent, he advised that there was a steep drop which would mean that ramps would be required.

During further questions the area development manager confirmed that the requirement for there to be a lift depended on the number of storeys in the flats and was a matter for the building regulations. There was accessible access to the ground floor flats. In reply to a member's question relating to parking and an increase in car ownership, the area development manager referred to the report and the planning inspector's report and said that the proposal complied with the council's policy and had good sustainable transport links. The impact of parking on residential amenity would be a new reason for refusal that had not been raised in relation to the previous planning application. A member suggested that the proposal was overdevelopment of the site. The area development manager pointed out that this was the same scheme as the one overturned at appeal by the planning inspector and over-development should not be considered as a reason for refusal.

The chair and vice chair moved the recommendations as set out in the report, with the addition to condition 9 relating to the construction method statement and community liaison. Discussion ensued in which some members commented on the constraints of voting on this application given the planning inspector's appeal decision notice. Members were advised that the appeal decision was a material consideration to this planning application.

The chair said that he was minded to refuse this application on highways grounds. He considered that there could be access to this site from Dereham Road because of the new roundabout and road layout scheme that had been implemented. The area development manager (inner) pointed out that there needed to be consistency in the reasons for refusal and whilst there had been changes to Dereham Road, the proposed access from Dell Crescent was not unsafe. Access from Dereham Road was not part of this proposal. Other members disagreed with the planning inspector's report. A member suggested that the proposed scheme only provided 8 parking spaces which was inadequate for the number of new dwellings and would exacerbate problems of on-street parking in Dell Crescent. The number of on-street parking spaces would also be reduced by two by the provision of the access. The planning inspector had not inspected the site at night when there were more cars parked and the issues had not been addressed in the decision notice. A member suggested that the appeal decision had been wrong "on all counts". Dell Crescent was only 4.3 m wide and refuse vehicles would need to reverse in or out of it. The site was on unstable ground and had previously supported a wooden scout hut. He suggested that the developer sold the land for a nominal sum for a community project. Other members agreed with this suggestion.

The area development manager (inner) advised members of the reasons that the planning inspector had considered when overturning the planning appeal and pointed out that reasons for refusal needed to be evidenced and defensible. In reply to a member's comment, the area development manager (inner) said that 8 cars on the proposed site had been considered by the planning inspector at the appeal hearing. The member said that it would not just be 8 cars as new residents would have visitors or other cars, increasing the number of cars parked in Dell Crescent,

and there was a safety issue in that it made access more difficult for emergency and refuse vehicles. The area development manager referred members to paragraph 12 of the planning inspector's appeal decision where they addressed highway safety and made the observation that emergency vehicles could pass. A member referred to climate change and increased rain fall in the last few years and considered that this should be grounds for refusal as there had been an increase in voids and sink holes. In reply to a member's question whether parking could be a defensible reason, and taking up a point made earlier by another member, the area development manager explained that, where the committee had refused HMOs, there were highway safety reasons which was not the case with this application. He advised against refusing this application. It had been to appeal and he did not agree that there had been any changes to land stability or highways safety, or other reasons, that were defensible. He considered that the increase in on-street parking and consequent loss of residential amenity as a result was a weak reason for refusal and that the situation had not changed materially in the last 4 years.

On moving to the vote, with 1 member voting in favour (Councillor Lubbock), 6 members voting against (Councillors Driver, Maxwell, Oliver, Sands, Sarmezey and Stutely), and 3 members abstaining from voting (Councillors Bogelein, Button and Neale), the motion to approve application no. 20/01232/F was lost and the planning application was not determined.

Councillor Stutely moved and Councillor Sands seconded that the application should be refused on the grounds of increased pressure on parking and loss of residential amenity and highway safety. Councillor Stutely considered that parking issues in Dell Crescent provided sufficient grounds for refusal and pointed out that the planning inspector had not carried out his site inspection in the evening when there were more vehicles parked and the amenity and safety issues were exacerbated. A proposal to add a side note to the refusal was advised against by the area development manager.

Councillors Bogelein and Neale explained that they would be abstaining from voting because the reasons given for refusal were not material planning considerations.

RESOLVED with 7 members voting in favour (Councillors Driver, Maxwell, Button, Oliver, Sands, Sarmezey and Stutely), 1 against (Councillor Lubbock) and 2 members abstaining from voting (Councillors Bogelein and Neale) to refuse application no. 20/01232/F - Vikings Venture Scout Hut Adjacent To 420 Dereham Road Norwich NR5 8QQ on the grounds of increased parking, loss of amenity to residents and associated highways safety, and to ask the area development manager (inner) to provide the reasons in planning policy terms.

(Reasons for refusal as subsequently provided by the area development manager (inner):

The proposed development of 8 new dwellings with creation of a new vehicular access via Dell Crescent with on-site car parking spaces limited to 8 spaces will lead to increased pressure on on-street car parking along Dell crescent which together with increased vehicular movements in this area will result in a consequent adverse impact on residential amenity and road safety contrary to Policy JCS2 of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011, as amended 2014, Policies DM2 and DM30

of the adopted Development Management Policies Local Plan 2014 and paragraphs 8, 108 and 110 of the National Planning Policy Framework (2019).)

CHAIR

Summary of planning applications for consideration**ITEM 4****14 January 2021**

Agenda item no	Application no	Location	Case officer	Proposal	Reasons for consideration at committee	Recommendation
4(a)	20/01429/F	Land north of 13-46 Lakenfields	Maria Hammond	Construction of 6 dwellings with associated works.	Objections	Approve
4(b)	20/00802/F	Land north side of Hellesdon Hall Road	Sarah Hinchcliffe	Development of the site for storage of operational vehicles, including resurfacing, parking, guard hut, welfare block, landscaping, access alterations, and associated development and infrastructure.	Objections	Approve

STANDING DUTIES

In assessing the merits of the proposals and reaching the recommendation made for each application, due regard has been given to the following duties and in determining the applications the members of the committee will also have due regard to these duties.

Equality Act 2010

It is unlawful to discriminate against, harass or victimise a person when providing a service or when exercising a public function. Prohibited conduct includes direct discrimination, indirect discrimination, harassment and victimisation and discrimination arising from a disability (treating a person unfavourably as a result of their disability, not because of the disability itself).

Direct discrimination occurs where the reason for a person being treated less favourably than another is because of a protected characteristic.

The act notes the protected characteristics of: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The introduction of the general equality duties under this Act in April 2011 requires that the council must in the exercise of its functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by this Act.
- Advance equality of opportunity between people who share a relevant protected characteristic and those who do not.
- Foster good relations between people who share a relevant protected characteristic and those who do not.

The relevant protected characteristics are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

The council must in the exercise of its functions have due regard to the need to eliminate unlawful discrimination against someone due to their marriage or civil partnership status but the other aims of advancing equality and fostering good relations do not apply.

Crime and Disorder Act, 1998 (S17)

- (1) Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its

various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.

- (2) This section applies to a local authority, a joint authority, a police authority, a National Park authority and the Broads Authority.

Natural Environment & Rural Communities Act 2006 (S40)

- (1) Every public authority must, on exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity.

Planning Act 2008 (S183)

- (1) Every Planning Authority should have regard to the desirability of achieving good design

Human Rights Act 1998 – this incorporates the rights of the European Convention on Human Rights into UK Law

Article 8 – Right to Respect for Private and Family Life

- (1) Everyone has the right to respect for his private and family life, his home and his correspondence.
- (2) There shall be no interference by a public authority with the exercise of his right except such as in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the rights and freedoms of others.
- (3) A local authority is prohibited from acting in a way which is incompatible with any of the human rights described by the European Convention on Human Rights unless legislation makes this unavoidable.
- (4) Article 8 is a qualified right and where interference of the right can be justified there will be no breach of Article 8.

Report to Planning applications committee

Item

14 January 2021

Report of Area development manager

Subject Application no 20/01429/F - Land North of 13 - 46
Lakenfields, Norwich

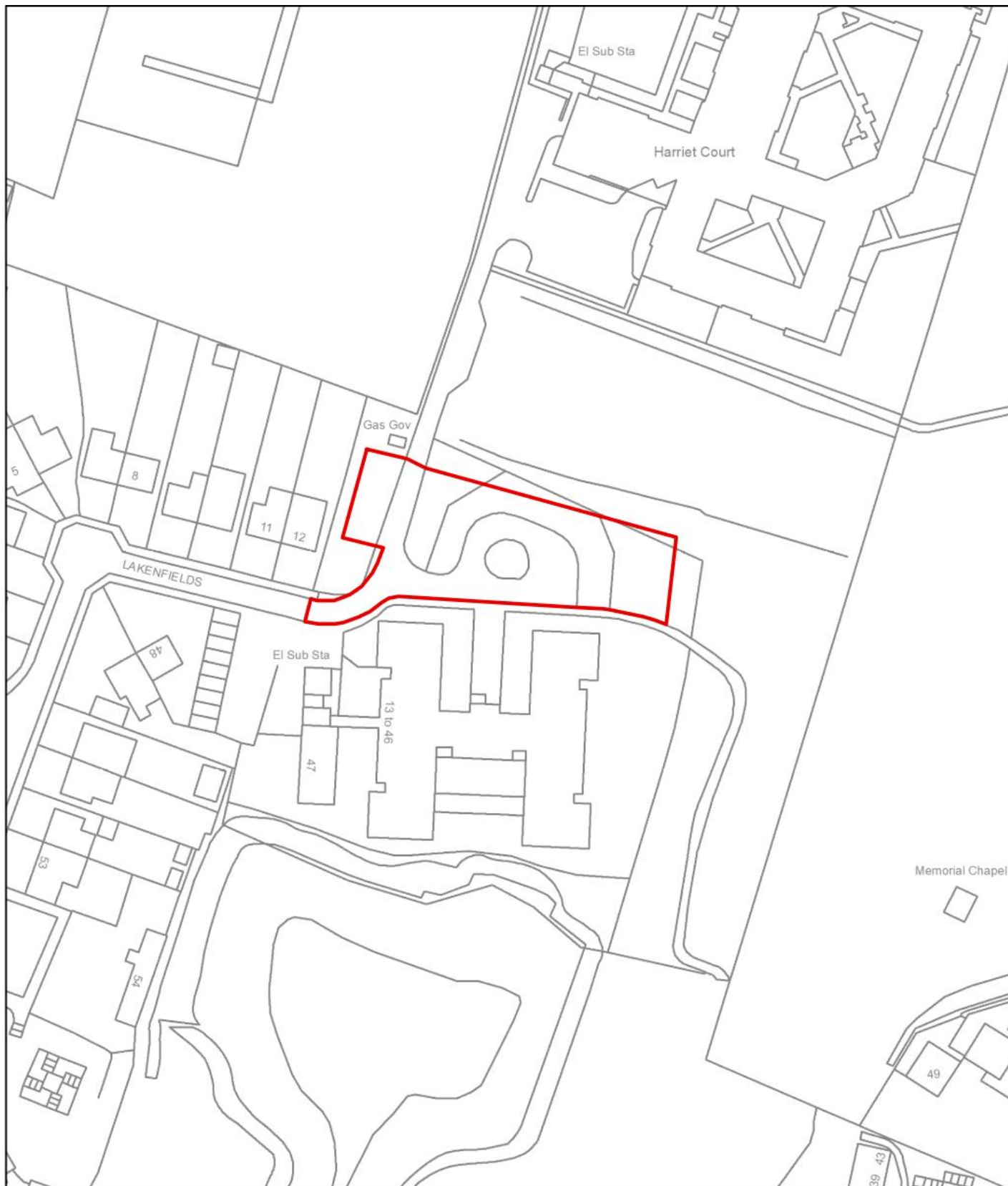
Reason for referral Objections

4(a)

Ward:	Lakenham
Case officer	Maria Hammond - 07717 451417 - mariahammond@norwich.gov.uk

Development proposal		
Construction of 6 dwellings with associated works.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1	Principle of loss of existing use and proposed new housing
2	Design
3	Amenity
4	Transportation and parking
5	Landscape, trees and ecology
6	Contamination and air quality
Expiry date	25 January 2021
Recommendation	Approve



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Planning Application No 20/01429/F
 Site Address Land north of 13-46 Lakenfields

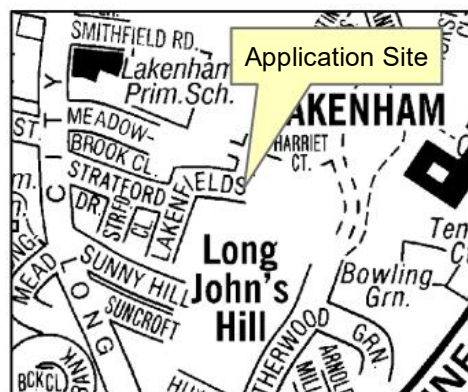
Scale 1:1,000



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 City Council
 PLANNING SERVICES



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The site and surroundings

1. The site is an area of 0.098ha currently occupied by a circular access road with car parking on surrounding grass verges to the north, east and west of this. A further area of unused grass verge exists to the west of the site, separated by a section of road. These roads are not adopted.
2. The road to the east and car parking serves Webster Court, a residential institution managed by St Martins Housing Trust, and the road to the north gives access to Harriet Court, an extra care housing development managed by Broadland Housing. Part of County Hall Woods separates the application site from Harriet Court and the footpath along the road to Webster Court gives access through the woods to County Hall and beyond.
3. This land all exists at the north-eastern extent of Lakenfields, a narrow residential road off Stratford Drive to the east of Long John Hill/City Road. Dwellings along Stratford Drive are 1930/40s semis with off-road parking. At its eastern extent, the road splits at a T junction with Lakenfields extending to the north, turning through to the north-east and to the south. Along these stretches of road are later pairs of two storey semis and the road becomes narrower and parking is permit controlled. At the southern extent of Lakenfields is a development of three storey flats within landscaped grounds and with a car park.
4. At the north-eastern extent, the highway of Lakenfields ceases to be adopted and it gives vehicular access only to Webster Court and Harriet Court. Webster Court is an 'H' shaped building up to two and a half storeys in height under mono-pitch roofs split by clerestorey windows. This is served by staff and resident car parking within the application site and has amenity space around the building. Harriet Court is a tall two storey building with lower single storey sections and is not visible from the application site.

Constraints

5. The land immediately north and east of the site is part of the County Hall Woods county wildlife site and designated open space protected by Policy DM8.
6. There is an isolated area at risk of surface water flooding around the existing road.

Relevant planning history

7. No relevant applications.

The proposal

8. It is proposed to construct six new dwellings on the site.
9. These would all be one bedroom dwellings in a three storey block on an approximate southeast-northwest axis across the site, maintaining the vehicular access across the north of Webster Court. Three car parking spaces with turning space and a cycle store would be accessed off this and seven replacement car parking spaces are proposed on the grass verge along the western boundary of the

site. External amenity space would exist between the building and woodland to the north.

10. The building would be a long, linear construction, effectively composed of three modular units stacked on top of each other each side of a central communal stair enclosed by hit and miss cladding. Access to the upper level dwellings would be from external balconies across the north elevation. The units would have a continuous buff brick finish under a dual-pitched tiled roof. A soft and hard landscaping scheme has been submitted which incorporates bin and cycle storage and seating areas.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	Six
No. of affordable dwellings	All to be offered for affordable rent
Total floorspace	306 sqm
No. of storeys	Three
Max. dimensions	5 metres by 31 metres in footprint and 10 metres to the ridge.
Density	61 dwellings per hectare
Appearance	
Materials	Buff brick with white mortar, slate effect steel sheets to pitched roofs and reinforced PVC membrane to flat roof, grey composite cladding, grey UPVC windows, grey aluminium and composite doors and black UPVC rainwater goods
Construction	Modular units constructed off-site
Energy and resource efficiency measures	Units design to a high standard of thermal efficiency with fabric and energy performance in accordance with Building Regulation. Electric boilers.

Proposal	Key facts
Transport matters	
Vehicular access	Use existing access to Webster Court off Lakenfields
No of car parking spaces	Seven for Webster Court and three for proposed dwellings
No of cycle parking spaces	Eight under covered shelter with enclosed garden space
Servicing arrangements	Bin storage enclosure at rear of site

Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Two 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
Concern about car park planned to be 2.5m from doors and windows which are opened regularly. Don't want exhaust fumes entering the house and wouldn't like car head lights suddenly lighting up the bathroom when in use.	See main issue 3
There are no pedestrian pathways leading to Harriet Court with access being on a blind corner. Pedestrians are then forced onto the road. Many people use this very narrow road to schools, nurseries, County Hall, Bracondale, the new estate on the old Norfolk Cricket Ground. There is no turning space to Harriet Court. There are so many blind corners in Lakenfields and it is such a narrow little cul-de-sac.	See main issue 4 – there is no highway objection
With the removal of the roundabout how will two way traffic be possible? Everyone has to walk on the road and with delivery drivers in quite large vehicles this is a hazard to people's safety. It would be sensible to do a lengthy traffic survey to see the near misses on this corner.	See main issue 4 – there is no highway objection

Issues raised	Response
Most houses have dropped kerbs so parking is already a problem.	See main issue 4 – there is no highway objection
Why spoil such a pretty little green wooded area	See main issues 1 and 2

Consultation responses

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

Environmental protection

13. This is only a relatively small development but it will nonetheless have some impact on the pollution levels monitored at the Defra urban background air quality monitoring station, and especially during the construction phase. The station monitors NO₂, O₃ and particulates. It is therefore important this potential negative impact is minimised as much as is possible.
14. I understand the dwellings will be heated by electric boilers and will be prefabricated which will significantly minimise the impact.
15. The car parking spaces are configured particularly close to the station due, I understand, to the proximity of the tree at the other end of the designated parking area. I am concerned these spaces are so close and would undoubtedly be well utilised given their dual purpose to also serve Webster Court. I understand a 0.9 m high hedge is proposed around the spaces but I would like to see this elevated to 2m on the side closest the station. In addition a sign erected and maintained requesting vehicle engines to be switched off.
16. A full environmental construction policy to be submitted and approved by the LPA which must include measures to reduce particulate and NO_x pollution as well as noise.
17. From an air quality perspective, it is only maintaining the integrity of the AURN station that concerns me.

Defra (Bureau Veritas)

18. The building work will be quite close to the site and we think it may be best to temporarily shut down the site while building is in progress. If the building phase was going to take many months, then a possibility that we could move the site temporarily or permanently at a cost to be covered by the developer.
19. Long-term, we do not think that the extra building will adversely affect the site's urban background classification. It would be useful to know where the building's heating flues etc. will be.

20. Regarding the new parking spaces nearby, these should not be much of a problem as long as vehicles do not park with their engines idling, e.g. ice cream vans or food vans.
21. According to information we have found online, it appears there will be a low (0.9m) hedge around the back and sides of the parking spaces. This hedge is low, but will be close to the door of the monitoring station enclosure. It will be important that this does not obstruct the entrance of the enclosure, or access for gas cylinder deliveries etc. The hedge will need to be maintained and kept pruned back, to make sure it does not become an obstruction.
22. In response to additional information about construction and boilers: In the light of this, it looks unlikely that we will need to shut down the site temporarily, although if we see any spikes in the data during the short building period we should be prepared to flag the data accordingly.

Highways (local)

23. In principle we have no objection. The revised site layout makes adequate provision for cycle storage.
24. Should your Authority be minded to approve the application I would be grateful for the inclusion of the following condition on any consent notice issued;-

Prior to the first occupation of the development hereby permitted the proposed on-site car and cycle parking shall be laid out, demarcated, levelled, surfaced and drained in accordance with the approved plan and retained thereafter available for that specific use.

Reason: To ensure the permanent availability of the parking/manoeuvring areas, in the interests of satisfactory development and highway safety.

Housing strategy

25. The housing strategy and enabling team welcomes the application for the 6 units of 1 bedroom flats. There is a high level of need for 1 bedroom affordable homes in Norwich. The size of the flats in this proposal is compliant with the requirement of the Nationally Described Space Standards for 1 bedroom 2 person flats. It is noted that the development uses Modern Methods of Construction, i.e. Modular housing units, which is encouraged by government to improve safety requirements, environmental needs, quality standards as well as reducing living costs by delivering houses with low energy bills. It is noted that the homes are designed to comply with Part M Building Regulation requirements to provide safe and level access to all which will help support independent living.

Landscape (response summarised in paragraphs 26 to 38 below)

Landscape effects

26. The loss of existing amenity space, grass and hardstanding would have a minor effect. The effects on existing trees would be relatively minor. The Whitebeam T14 is a good specimen and makes a positive contribution to the streetscape.

Visual effects

27. The existing appearance of the site is mainly of hard surfacing, parked vehicles and amenity grass which do not contribute positively. It is the surrounding woodland which provides an attractive setting to the site and provides residents of adjacent properties with attractive views.
28. The scale and massing of the proposed building would be ameliorated to an extent by the backdrop of surrounding woodland. In the main view eastwards along Lakenfields the built form would appear taller than surrounding buildings and would partially block views of the woodland. This would result in minor adverse effects for residents and users of the pedestrian route through the woodland. However, the building height would not be significantly greater than others in the vicinity and the appearance would be partially softened by proposed landscaping.

Landscape scheme

29. A single tree is proposed where there is more space for future growth and in a location where the tree would contribute to the streetscape. It would be useful to have confirmation that the Statutory Utility (Gas) has given approval for this tree to be planted.
30. The amount of proposed amenity space is reasonable given the proximity of natural areas and public open space. However, the layout and design of the semi-private space to the north of the building would not be particularly attractive or useable, being fairly narrow and overshadowed by the proposed building and adjacent woodland. The quality of this space could be improved by the addition of some seating towards the eastern side where more sunlight would be available. It would also be beneficial if the existing chain-link fence could be replaced with a lower less formal boundary treatment such as timber post and rail which would allow a better visual connection between the space and the woodland to be enjoyed by residents.
31. The revised site layout shows a communal patio. Request details of hard surfaces and boundary treatments (subsequently submitted).
32. Timber posts around the grass area to the south would provide protection from parking. However, cutting grass around such posts can be a maintenance issue. It may be preferable to locate the posts within a cobbled strip.

Conclusion

33. No objection subject to revised landscape scheme, improvements to amenity space and further information/clarification.

Ecology

34. The Preliminary Ecological Assessment (PEA) has been written by a suitably qualified Ecologist and its conclusions are supported.

Habitat

35. The site is adjacent to and partly surrounded by woodland that forms part of County Hall Woods, which is a County Wildlife Site (CWS). The site itself has no significant habitat features.

Protected species

36. The adjacent woodland is likely to contain bat roosts and be significant as a commuting corridor for bats. The PEA notes that light trespass may increase light levels in the nearby woodland and affect nocturnal species, in particular bats. The surrounding area is highly suitable for hedgehog and the species may forage on the grassland on the site.

Avoidance, mitigation, and Enhancement

37. All PEA recommendations (tree work outside bird nesting season, lighting plan, removal of fence to woodland) are supported. Other recommendations: creation of a wildflower meadow, installation of hedgehog refuges and access panels in any fences, and additional tree planting, have been included in the landscape plan.

Conclusion

38. No objection subject to all the PEA recommendations for mitigation and enhancement being incorporated into proposals.

Local Lead Flood Authority

39. The Local Planning Authority would be responsible for assessing the suitability for any surface water drainage proposal for minor development in line with National Planning Policy Framework (NPPF).

Tree protection officer

40. No objections from an arboricultural perspective. However, it is important that the tree protection measures are implemented, therefore applying condition TR7 (works on site in accordance with the AIA) would be appropriate.

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
 - JCS6 Access and transportation
 - JCS20 Implementation
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
 - DM5 Planning effectively for flood resilience
 - DM6 Protecting and enhancing the natural environment
 - DM7 Trees and development
 - DM8 Planning effectively for open space and recreation
 - DM11 Protecting against environmental hazards

- DM12 Ensuring well-planned housing development
- 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
- DM33 Planning obligations and development viability

Other material considerations

43. Relevant sections of the National Planning Policy Framework February 2019 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF5 Delivering a sufficient supply of homes
- 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
- NPPF11 Conserving and enhancing the natural environment

44. Supplementary Planning Documents (SPD)

- Trees, development and landscape SPD adopted June 2016

Case Assessment

45. 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

46. Key policies and NPPF paragraphs – DM8, DM12, DM13, DM30, NPPF sections 5 and 9
47. The proposal would occupy an area of brownfield land used for private access and car parking. The road is not adopted and vehicular and pedestrian access to Webster Court and Harriet Court would be maintained, as would the pedestrian route to County Hall Woods which is well used by the public. Car parking to Webster Court would be replaced and this is considered further in section 4 below. In principle, the loss of the area of road and parking is not unacceptable.
48. Policy DM12 allows for new residential development across the city, other than in locations subject to certain exceptions. None of these apply here and therefore the principle of new housing, and specifically a new flatted development, is acceptable in accordance with Policies DM12 and DM13, subject to consideration of the detailed criteria of these policies below.

49. In accordance with paragraphs 117 and 118, the proposal would make a more effective use of this area of brownfield land. One representation considers the proposal would spoil a green space, however the existing use and condition of the land has little amenity or biodiversity value and redeveloping it for housing creates an opportunity to enhance the soft landscaping and biodiversity interest whilst contributing to local housing need. In principle, this is considered more beneficial than retaining the land for access and car parking.
50. It should be noted the application is proposed by Broadland Development Services for Broadland Housing Association on land being acquired from the city council. The proposal is to be funded by the government's 'Next Steps Accommodation Programme' which is designed to provide longer term move-on accommodation as part of MHCLG's Covid-19 Rough Sleeping Response to ensure that rough sleepers brought into emergency accommodation in respect of Covid-19 do not return to sleeping rough. The six flats are all proposed to be one bedroom in response to identified local need, as supported by the strategic housing comments above, and would be offered for affordable rent.
51. Short and stringent timescales are attached to the funding, hence the proposed use of pre-fabricated modular units which, subject to a resolution for approval at this planning applications committee meeting, should allow for construction within a matter of weeks with tenants in occupation by the end of March 2021.
52. The proposal to offer the dwellings for affordable rent and meet a local need is welcomed. It is, however, noted that, in accordance with paragraph 63 of the NPPF, affordable housing should not be sought for residential developments which are not major developments (i.e. less than 10 dwellings). Accordingly, the tenure cannot be secured by planning obligation should permission be granted and this lessens the weight which can be attributed to this in the determination of the application. It would, however, also meet the local need for more one bedroom dwellings and that can be secured through an approval.
53. The development would not occupy any of the area of woodland designated as open, so is in accordance with Policy DM8 in this respect.

Main issue 2: Design

54. Key policies and NPPF paragraphs – JCS2, DM3, DM12, DM13, NPPF section 12
55. The proposal would form a long, linear building across the site with amenity space to the rear and parking to each side. This layout has been influenced by two utilities easements which run through the site and cannot be built over, but also responds well to its surroundings by fronting the retained access road, backing onto the woodland and optimising the south facing aspect.
56. In terms of scale, the footprint is relatively modest, although long in form. At three storeys, the height is more significant and taller than the two storey semis along Lakenfields and predominant two storey parts of Webster Court which would form its immediate context. Webster Court, and also Harriet Court on the northern side of the woodland, feature taller sections and are large buildings of an institutional, rather than residential scale. Furthermore, the flatted development at the southern extent of Lakenfields is three storey in height and similar in form to the proposed building. Whilst these taller buildings exist in the surrounding area, the proposed

development would need be seen in the immediate context of them. The applicant has been asked to consider a lower roof form than the dual-pitch proposed, however it is understood that this is necessary to accommodate mechanical and electrical plant and altering this to a flat roof would require the same space to be provided and thus not reduce the height. The other alternative to lower the height would be to remove the second storey flats and thus reduce the proposal to four dwellings, rather than six and the easements and other constraints across the site limit any opportunity to provide more flats at a lower level.

57. Importantly, the building would be seen against the backdrop of the woodland which includes trees up to 20 metres in height that would extend above it and provide an attractive setting. Also, the communal stair at the centre of the plan would have a flat roof lower than the pitched roof to either side and hit and miss boarding giving a less solid appearance and breaking up the overall mass of the building. Therefore, whilst it is acknowledged that the three storey height would be taller than the closest neighbouring buildings, it would not be uncharacteristic for the wider area and the wooded backdrop and broken mass of the building would mitigate the visual impact. The scale is therefore not unacceptable.
58. Modular construction is proposed to ensure this government funded project can be delivered promptly and meet an existing need for affordable, one bedroom flats in the city. By virtue of the pre-fabricated nature of each unit, the scale and design is defined within set parameters, however the external appearance has been tailored to the specific circumstances of this site. Full details of materials have been submitted and buff bricks are proposed to reflect the local vernacular and achieve a high quality finish, with the flat roofed and cladded stair core at the centre and large window openings offering interest and a more contemporary appearance. The slate effect steel tiling proposed is considered to be a lower quality material, however given the height and relatively shallow pitch of the roof, there would be limited views from ground level so it is not unacceptable.
59. It is not considered the modular construction would be apparent, once completed, and the detailed design and materials would reflect and enhance local character. A timber pergola style structure is proposed to provide cycle storage to the eastern side of the site and this is appropriate in design. A detailed hard and soft landscaping scheme, considered below, has been submitted to ensure the treatment of external spaces complements the building.
60. On balance, the proposal is acceptable in design in accordance with Policies JCS2, DM3 and DM12(b).

Main issue 3: Amenity

61. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 127 and 180-182.
62. Internally, each unit is designed to comply with internal space standard for one bedroom, two person flats and the rooms would have adequate natural light and outlook, making the most of the south facing aspect.
63. Externally, there would be a communal amenity space across the north and east of the site of approximately 250sqm. This is proposed to be landscaped and include a patio at the eastern end. Whilst it is largely to the north of the building, and thus

would be overshadowed for a large proportion of the day, and is enclosed by the tall woodland to the north and east, it would be a largely private space with a pleasant outlook to the woods so is considered to be sufficient in size and quality to provide external amenity space in accordance with Policies DM2 and DM13 (c).

64. The closest neighbouring occupiers are those at Webster Court south of the site. At the closest point, there would be approximately 10 metres apart, although they are aligned on different axis so the gap increases to the west. The accommodation on the north elevation of Webster Court has windows and Juliet balcony openings facing towards the site and the proposed flats would each have floor to ceiling openings to bedrooms and living/kitchen/dining rooms. There would, therefore be some overlooking and reduced privacy between the two buildings, however the increasing distance to the west and oblique angle would mitigate this to some extent. The applicant has been asked to consider reducing the size of the openings to further reduce the perception of overlooking, however these have been proposed to maximise the south facing light and solar gain. Furthermore, the applicant has noted that the accommodation at Webster Court is occupied on a relatively short-term basis and has some communal spaces, so there is not the same level of permanence or self-containment as residential dwellings. The well-used footpath through to County Hall Woods also passes these openings with no boundary or screening between this and the ground floor units, so they are open to views from passing pedestrians. It is considered that there would be some overlooking and loss of privacy to Webster Court but, on balance, this is not unacceptable.
65. The west elevation would have one narrow floor to ceiling window to the living/kitchen/dining rooms and face towards the rear gardens of some of the semi-detached dwellings on Lakenfields. The distance of 17 metres and relatively narrow size of the opening is considered sufficient to mitigate any unacceptable overlooking in this direction. To the north and east, the openings would only face the woodland.
66. In terms of activity, it is not considered that the six flats would result in an intensity of use and activity that would be detrimental to neighbouring occupiers or local amenity. The proposal does include in the relocation of parking to serve Webster Court to an area along the western boundary, with spaces sited within 2.5 metres of the boundary with a neighbouring dwelling and its rear garden. An objection has raised concern about the impacts of lights and pollution affecting the amenity and health of neighbouring occupiers. This closest dwelling has windows and doors in the side and rear elevation, from which the use of the parking area would be seen and experienced. The proposal has been amended to incorporate a hedge around the perimeter of the parking spaces to buffer the effects to some extent and signage to remind drivers to switch their engines off has been recommended. Given that these parking spaces would be accessed off an existing road to Harriet Court and that car parking currently exists on the opposite side of this road, it is not considered that relocating the spaces here would result in such significant additional impacts on the amenity of this or any other neighbouring occupier that their amenity would be unacceptably affected.
67. The modular construction would significantly reduce the construction period and disruption arising from it. Nonetheless, a construction management plan has been submitted which would mitigate any adverse impacts on the amenity of neighbouring occupiers.

68. The proposal is therefore considered acceptable with regard to the standard of amenity for future occupiers and, on balance, the impact on amenity of neighbouring occupiers is not unacceptable in accordance with Policies DM2, DM12(b) and DM13.

Main issue 4: Transport

69. Key policies and NPPF paragraphs – JCS6, DM13, DM28, DM30, DM31, NPPF section 9
70. The proposal would retain the existing access to Harriet Court and share the access with Webster Court. The adopted highway ends just west of Webster Court and there is no objection from the Highway Authority.
71. Objections have raised concern about the safety of highway users. The footpath along the northern side of Lakenfields ceases at the western end of the site and it is noted there is no existing dedicated pedestrian path to Harriet Court to the north. This is, however, a no through route with limited traffic using the single track road that has a passing place and the proposal would not increase any traffic (pedestrian or vehicular) using this. Concern has also been raised about the loss of the existing roundabout feature for vehicles needing to turn. The proposal does incorporate a turning space at the eastern end of the site to serve the parking so it not considered there would be additional hazardous movements resulting from the development and it should be highlighted that this is also a no through route for vehicles that would serve only Webster Court and the proposed six flats. The concerns about highway safety are therefore appreciated, however it is not considered that the layout or use of this development would result in any unacceptable impact on highway safety.
72. At present, the application site is used for car parking for Webster Court on grass verges around the access loop. Signage identifies that these spaces are for residents and staff only and there is space for approximately 15 vehicles. The application proposes relocating this parking to the western boundary where seven spaces would be provided.
73. A parking survey has been undertaken which recorded the number of vehicles parked at the site on five different occasions at different times over a nine day period. Between three and seven cars were observed at any one time and this corresponds with a weekday afternoon site visit where seven cars were present. Adopted parking standards require a minimum of one space and maximum of nine for a residential institution of this size (33 units). It is noted that parking on Lakenfields and Stratford Drive is controlled by permits and on-street parking outside controlled times is limited by the narrow width of Lakenfields and multiple openings to driveways. Therefore, whilst there would be a reduction in parking, this is not unacceptable, and it is not considered likely to result in overflow parking on neighbouring roads. The provision of this replacement parking is proposed to be the first phase of development so there is no disruption to Webster Court during construction.
74. Three parking spaces are proposed for the six flats. The applicant considers, from their experience of such developments, that residents are unlikely to all own cars and consider the proposed three spaces adequate. Adopted parking standards allow for car-free development in controlled parking zones inside the outer ring road

so the provision of three flats that would not benefit from a parking space is acceptable and, as noted above, the existing controls are considered sufficient to manage any overflow onto neighbouring roads. In addition, the landscape scheme incorporates knee rails and wooden posts to prevent parking on the grass around the building. The proposal has been amended to incorporate a covered cycle store in the secure amenity space for residents and additional visitor spaces outside the front door to promote cycling. In addition, the footpath through County Hall Woods provides a pedestrian route to Bracondale, where more frequent bus services operate than on City Road/Long John Hill, west of the site. It is therefore considered the site is acceptably served by parking and access to sustainable travel.

- 75. A bin store enclosed by brick walls with adequate capacity for the required bins is proposed adjacent to the Harriet Court access road.
- 76. The proposal is considered acceptable with regards access, parking and servicing in accordance with Policy DM31.

Main issue 5: Landscaping, trees and ecology

- 77. Key policies and NPPF paragraphs – DM3, DM6, DM7, NPPF paragraphs 127, 170 and section 15
- 78. The proposal would not encroach on nor directly affect the adjacent county wildlife site. This woodland is likely to be used by species including bats and hedgehogs. A sensitive lighting scheme to limit light trespass from the development to the woodland is proposed and new boundary treatments would incorporate small mammal access gaps which can be secured by condition. Existing chain link fences to the woodland which restrict permeability would be retained, but vegetation would be allowed to grow through to visually connect the site with it for the benefit of the amenity of occupiers whilst retaining the fence for security.
- 79. Removal of existing vegetation should be outside the bird nesting season or first checked by an ecologist and this can be secured by condition.
- 80. Three very young trees would require removal but a more mature and significant tree in the southwest corner would be retained. An arboricultural impact assessment has demonstrated there would be no significant harm to this or the trees in the woodland and proposed facilitative pruning and protection measures can be secured by condition.
- 81. The landscape scheme incorporates a new tree in a prominent position at the front of the site as well as extensive soft landscaping beds on all sides of the building and climbing plants over the external faces of new boundary treatments.
- 82. Full details of hard surfacing and boundary treatments have been submitted (subsequent to the landscape comments above). Along with the soft landscaping, this is considered appropriate to complement the appearance and amenity of the development, assimilate it in its setting and enhance biodiversity. It is not considered any harm to protected species would result from the proposal, subject to agreement of a sensitive external lighting scheme.

Main issue 6: Contamination and air quality

- 83. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 178-181

84. A site investigation has found no contaminants above levels of concern so remediation or other precautions are required. The risk of unidentified contamination being found during construction can be addressed by condition.
85. A Defra automatic air quality monitoring station exists immediately outside the northwest corner of the site, adjacent to the proposed car parking, which records urban background levels. The size and nature of the development are not considered to adversely affect the site's classification and signage around the parking would help mitigate any additional impacts on the readings from vehicle emissions.
86. Construction could affect the monitoring results, but the modular method would limit the period of impact as well as the pollutants arising from it. The use of electric, rather than gas boilers, would also limit impacts during occupation and it is not considered that there is an air quality issue in this area that would affect future residents.

Compliance with other relevant development plan policies

87. 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
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	The proposal would result in a modest increase in the impermeable site area by 5 sqm. Rainwater from the rear roof slope would drain via water butts to attenuate some run-off, with the remaining drawing to the public sewer, as existing. Permeable paving is also proposed. There is a risk of surface water pooling around the existing road surface, but this is not connected to any wider flow path or area at risk. Whilst the proposal is not the highest ranked solution in the sustainable drainage hierarchy, the additional run-off would be managed to minimise the flooding risk within and outside the site in accordance with Policy DM5.

Equalities and diversity issues

88. There are no significant equality or diversity issues.

S106 Obligations

89. As noted above, the intention to offer these dwellings for affordable rent to people in need is welcomed, however, in accordance with paragraphs 56 and 63, it is not appropriate to require this by planning obligation on this scale of development.

Local finance considerations

90. 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.
91. 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.
92. In this case local finance considerations are not considered to be material to the case.

Conclusion

93. Six new one bedroom flats are proposed in meet an identified local need on an area of brownfield land currently used for access and parking. The access would be retained and parking would be relocated within the development and housing is considered to be a more efficient and beneficial use of this site.
94. The design and layout of the development is considered to be appropriate to its setting and the three storey scale would not be unacceptable in the immediate surrounding context of two storey buildings given the background of woodland and the well-designed form. An appropriate landscaping scheme to complement the development has also been proposed and would include biodiversity enhancement whilst mitigating any adverse impact on the adjacent woodland which is a county wildlife site.
95. There would be some additional overlooking and loss of privacy to Webster Court which, on balance, is not unacceptable and additional measures have been incorporated to satisfactorily mitigate any adverse amenity impacts from the relocated parking.
96. Parking for Webster Court would be reduced as a result of the proposal and only three parking spaces would serve the proposed six flats. Given the existing levels of parking at Webster Court and likely low car ownership of the flats, as well as existing and proposed measures to manage on street parking and fly parking, the proposal is acceptable in this respect.
97. Subject to conditions, the proposal is considered acceptable in all other respects and the development contributes to meeting an identified local housing need that results in public benefits that weigh in its favour.
98. 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. 20/01429/F - Land North of 13 - 46 Lakenfields, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Vegetation clearance outside bird nesting season
4. Work in accordance with arboricultural assessment
5. Parking, cycle parking and bin storage to be completed prior to first occupation
6. Landscape implementation and subsequent management
7. Small mammal access gaps in new boundaries
8. Drainage scheme implementation and maintenance
9. Unidentified contamination
10. Water efficiency

Article 31(1)(cc) 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 recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.



Ingleton Wood LLP shall have no liability to the Employer arising out of any professional negligence or otherwise in, or any consequences, arising out of or from the use of the drawings, or any consequences work contained therein, by the Employer, Other Project Team Member, or any other third party.

All drawings are to be checked and verified on site by the local Contractor prior to commencement. Any drawings are to be reported to the Contract Administrator.

This drawing is to be read in conjunction with all other relevant drawings and specifications.

On Site Scale: Ingleton Wood LLP

To be read in conjunction with Landscaping drawing

Easement Key

- HV Line - 3m Easement
- Gas Line - 3m Easement

Site Legend

- Existing asphalt
- New asphalt to match existing
- Herringbone Brick paving
- Marley Saron Slabs
- Hedge
- Grass
- Maintained Planting
- Boundary Line

CL1.8m 1.8m high chain-link fence (existing)

BW1.8m 1.8m high brick wall with capping detail

KR0.3m 0.3m Timber Kieve Filt

PM1.2m 1.2m Planted Mesh

PM1.8m 1.8m Planted Mesh

TP0.3m 0.3m Timber Post

HM1.5m 1.5m Hill and miss fence

CBG1.2m 1.2m Close boarded gate

H1.5m 1.5m Native hedge

H0.9m 0.9m Native hedge

Rev	Description	Date	By
01	Issue for Planning	11/12/20	JK
02	Issue for Planning	27/12/20	JK
03	Issue for Planning	27/12/20	JK
04	Issue for client for comment	16/11/20	JK
05	Issue for planning	10/11/20	JK
06	Issue for information	10/11/20	JK
07	Issue for comment	10/11/20	JK

Project No: 204904 Issue 0: As Indicated Date: 10/11/20

Ingleton Wood Planning and Construction Consultants
Building and Planning
100-102 Broadland Road
Norwich, Norfolk NR1 1JH

Vision, form and function

Project: Webster Court
Lakenfields
Norwich

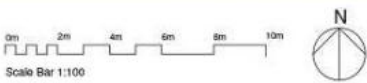
Date: Broadland Development Services

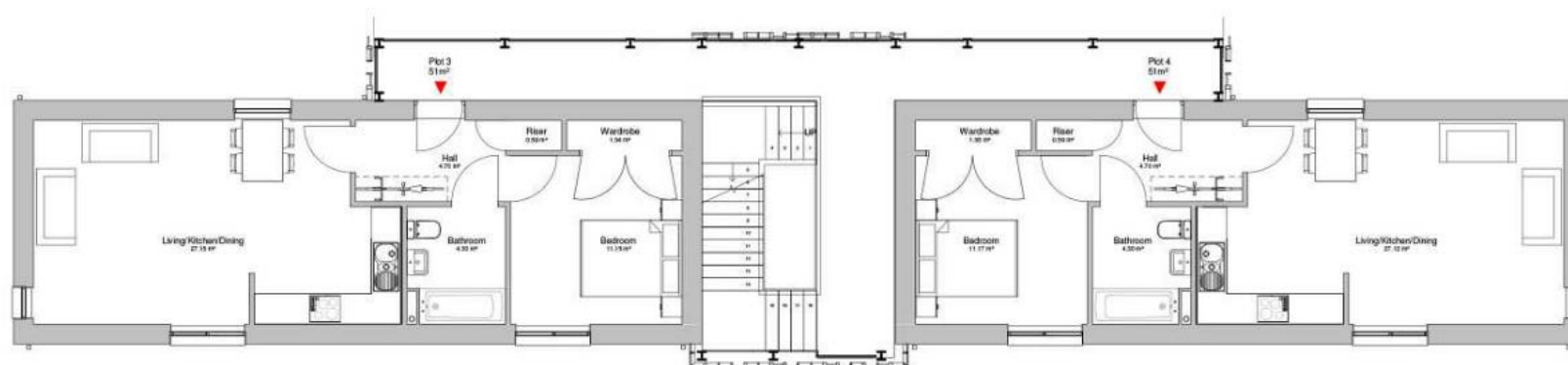
View: Proposed Site Layout

Drawing Number: WEBCRT-IW-SA-XX-DR-A-1000

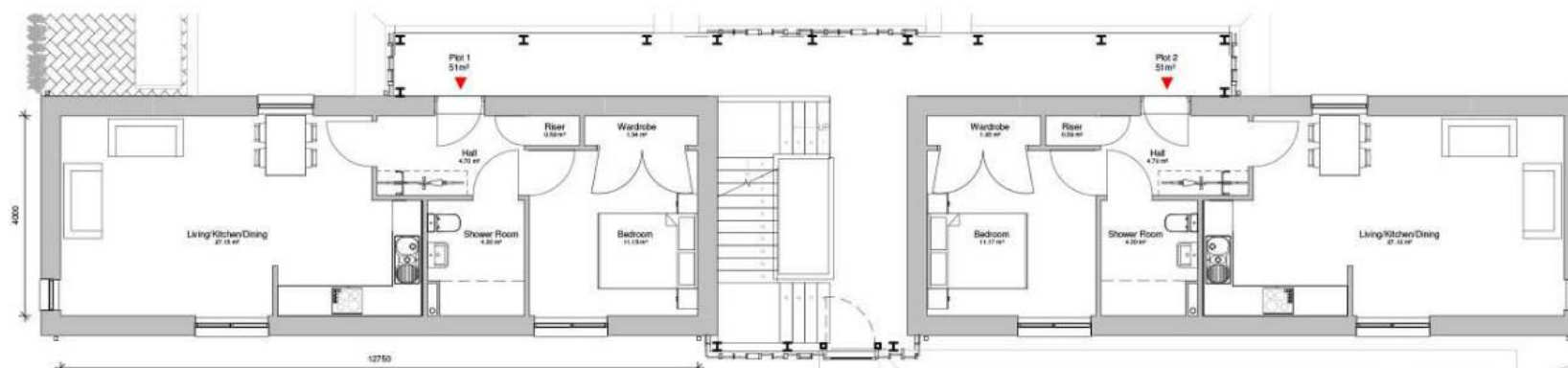
Scale: D5 Purpose of Issue: Planning

Proposed Site Plan
1:100





First Floor
1 : 50



Ground Floor
1 : 50

P1	Issued for Planning	15.11.20	JK
P2	Issued to client for comment	16.11.20	JK
P3	Issued to planning	17.11.20	JK
P4	Issued for information	17.11.20	JK
Rev	Comment	Date	17.11.20
Project No.	204904	Scale (A1)	1 : 50
		Sheet No.	JK



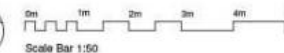
Vision, form and function

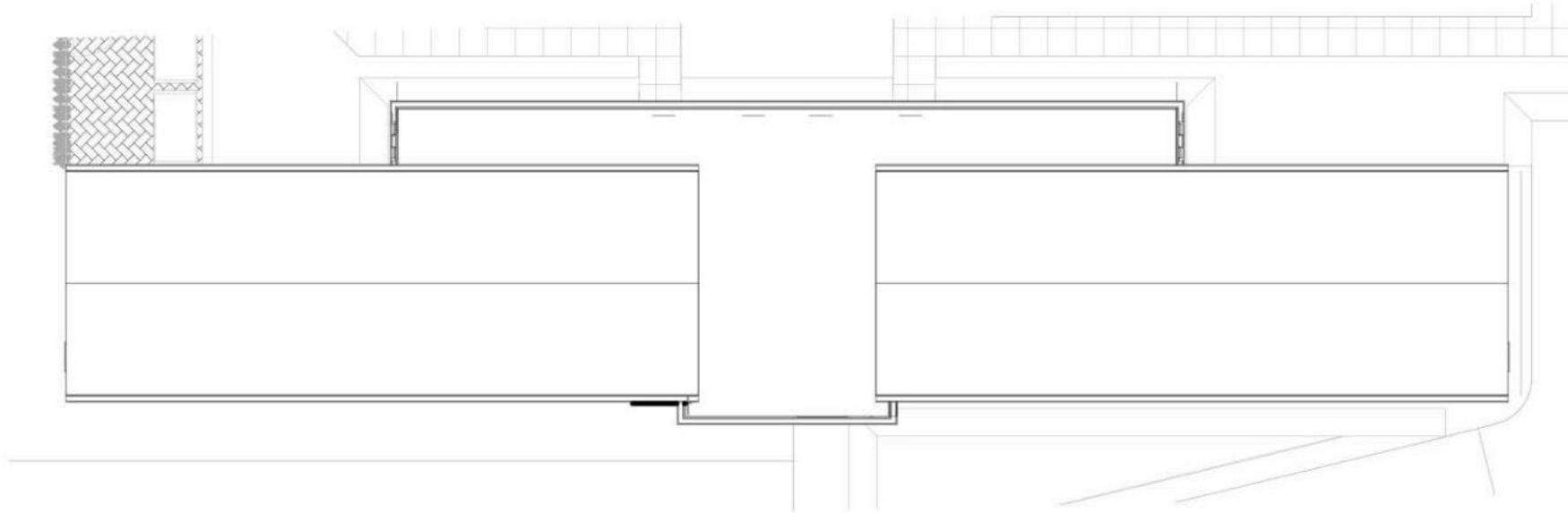
Project
Webster Court
Lakenfields
Norwich

Drawn:
Broadland Development Services

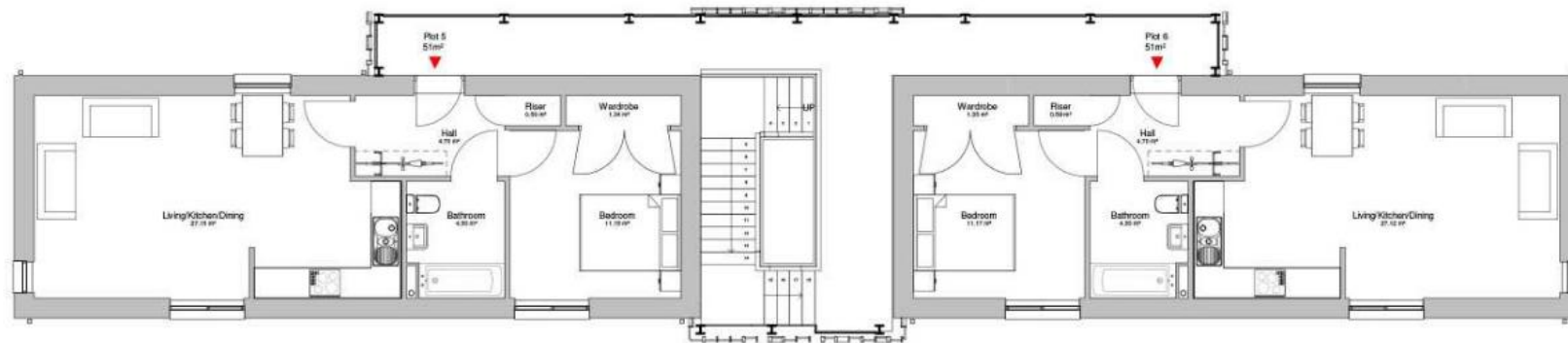
Vis:
Proposed Ground & First Floor Plan

Drawing Number	WEBCRT-IW-XX-XX-DR-A-1001
Scale	Proposed Ground & First Floor Plan
Disc	PLANNING
Page	P4





Roof Plan
1 : 50



Second Floor
1 : 50

P14 Issued for Planning	15.11.20	JK
P15 Issued to client for comment	16.11.20	JK
P16 Issued to planning	17.11.20	JK
P17 Issued to client for comment	18.11.20	JK
Rev Comment	Date	17.11.20
Project No.	204904	
Scale	1 : 50	
Drawn by	JK	



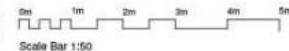
Vision, form and function

Project
Webster Court
Lakenfields
Norwich

Client:
Broadland Development Services

View:
Proposed Second Floor & Roof Plan

Drawing Number	WEBCRT-IW-XX-XX-DR-A-1002
Scale	1 : 50
Project Name	PLANNING
Revision	P4







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All drawings are to be checked and verified on site by the Main Contractor prior to commencement, any drawings not to be reported to the Contract Administrator.

This drawing is to be read in conjunction with all other relevant drawings and specifications.

On: 10/10/2024
By: Ingleton Wood LLP

Material Legend

1 : 50

- 11.0 Buff Brick
- 0.0 Gray Slate Roof Tiles
- 0.0 Anthracite Composite Cladding
- 4.0 Anthracite UPVC Casement Windows
- 5.0 Black UPVC Rain Water Goods



T14	Issued for Planning	10/10/2024	JK
T15	Issued for client to comment	10/10/2024	JK
T16	Issued for planning	10/10/2024	JK
T17	Issued for construction	10/10/2024	JK
T18	Final Contract	10/10/2024	JK

Project No: 2024004
Scale: 1 : 50
Drawn by: JK

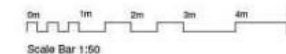
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Working closely with you to deliver the best possible outcome for your development project.

Vision, form and function
Project: Webster Court
Lakenfields
Norwich

Drawn: Broadland Development Services

View: Proposed Elevations 2 of 2

Drawing Number: WEBCRT-IW-XX-XX-DR-A-1004
Title: Proposed Elevations
Revision: P4



Report to Planning applications committee

Item

14 January 2021

Report of Area development manager

Subject Application no 20/00802/F – North Side of Hellesdon
Hall Road, Norwich

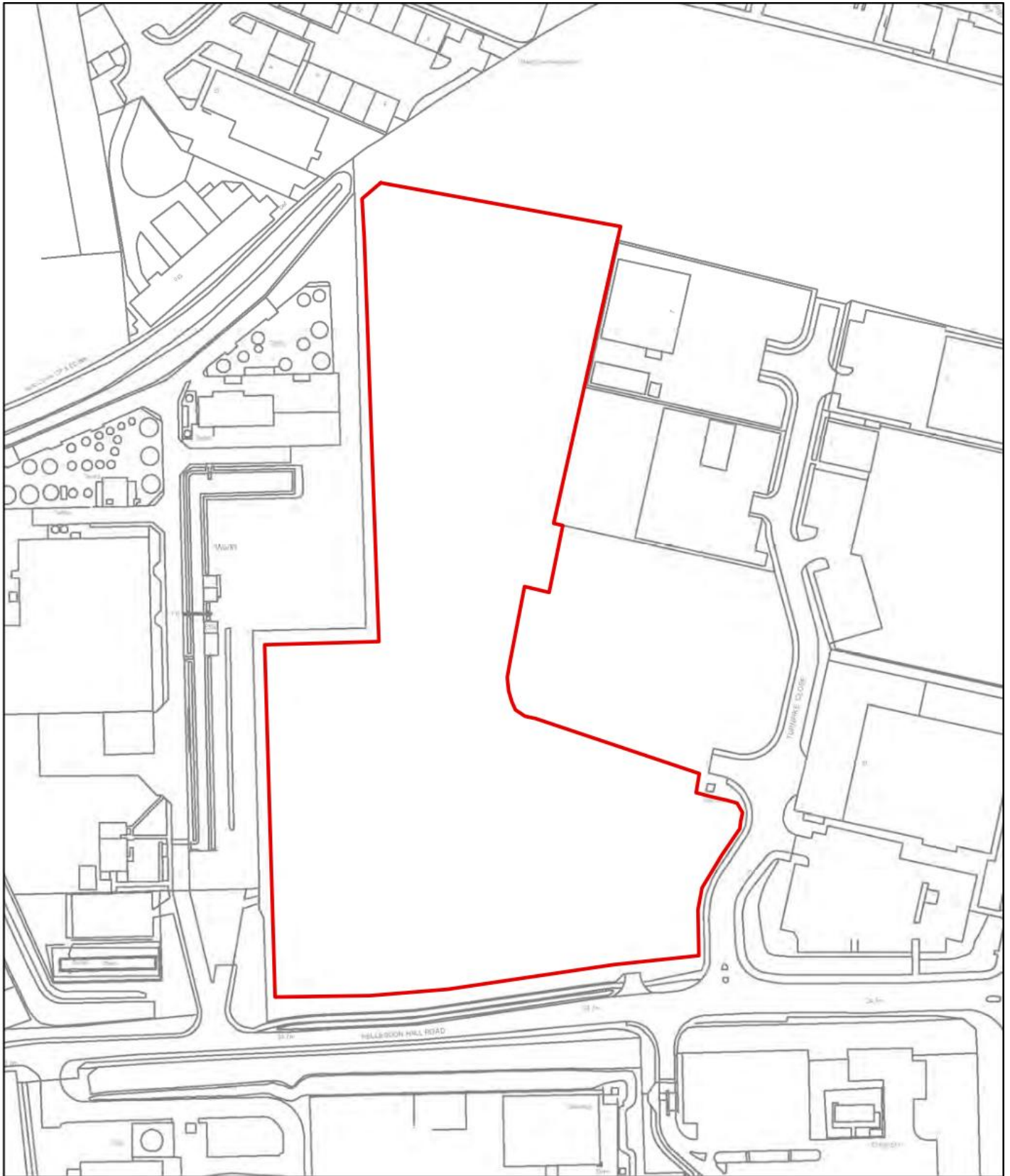
**Reason for
for referral** Objections

4(b)

Ward:	Wensum
Case officer	Sarah Hinchcliffe - sarahhinchcliffe@norwich.gov.uk

Development proposal		
Development of the site for storage of operational vehicles, including resurfacing, parking, guard hut, welfare block, landscaping, access alterations, and associated development and infrastructure.		
Representations		
Object	Comment	Support
18	0	0

Main issues	Key considerations
1. Principle of development	Use in this location.
2. Design and layout	Site layout, scale and impacts of elements of the proposal.
3. Landscaping and biodiversity	On-site landscaping, green infrastructure and biodiversity enhancement.
4. Transport	Traffic generation, access, parking, cycle parking
5. Amenity	Impact of noise, lighting and air quality on surrounding neighbours
6. Flood risk	Flood risk of development and water quality.
7. Infrastructure, energy efficiency and climate change	Investment in infrastructure and carbon reduction
Expiry date	9 October 2020 – extension agreed until 18 January 2021
Recommendation	Approve



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Planning Application No 20/00802/F
 Site Address Land north side of Hellesdon Hall Road

Scale 1:2,000



NORWICH
 City Council
 PLANNING SERVICES



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The site and surroundings

1. The site consists of 3.1 hectares of former agricultural land to the west of the outer ring road (Sweet Briar Road) and to the north of Hellesdon Hall Road. To the south and west of the site are sites occupied by Briar Chemicals. To the east is a Wickes DIY store, the ring road and industrial areas, and to the north is an area of currently vacant land, with Sweet Briar Retail Park beyond. The closest residential properties to the site are located between 90 and 140 metres to the west beyond the chemical works site located directly adjacent to the west.
2. The land is designated for employment development within the Local Plan. A large Wickes DIY store, car sales and service centre, a self-storage business and a vehicle hire company currently occupy sites within the newly formed employment/industrial area. Permission has also been granted for a carpet warehouse (currently under construction) and a tyre and battery fitting premises, located on land to the north of the new section of estate road, opposite the junction with Wickes.
3. With the exception of a small parcel of land which remains vacant and without the benefit of planning consent directly to the west of the tyre/battery fitting unit, the area of land that is the subject of this application accounts for the majority of the remainder of the employment land allocation.
4. Land surrounding the application site (to the north, west, south and south east) remains in separate ownership for the purpose of providing strategic landscaping and drainage for the estate road. An area of land is also retained by the original landowner/applicant to provide an extension to the estate road (Turnpike Close) through a western spur off of the main estate road to serve this site and two remaining parcels of land (the tyre/battery fitting unit and the remaining vacant plot).

Constraints

5. The site lies within an HSE consultation zone. The site is designated as part of a larger site for development for employment uses within the Development Management Policies Local Plan.

Relevant planning history

6.

Ref	Proposal	Decision	Date
16/00858/F	Extension of internal estate road.	APPR	10/08/2016
16/01481/NM A	Non-material amendment to the extension of the internal estate road to facilitate further development of previous permission 16/00858/F	APPR	31/10/2016
16/01659/D	Details of Condition 3: surface water drainage of permission 16/00858/F.	APPR	10/01/2017

Ref	Proposal	Decision	Date
17/00744/F	Extension of internal estate road.	APPR	09/02/2018
19/00161/F	Industrial unit for supplying and fitting tyres and batteries (Class B2).	APPR	03/07/2019
20/00115/F	Construction of 2 No. industrial units and associated secure storage area and parking. Unit A (Class B8/A1 and B1) and Unit B (Class B1(b) and B1(c) , B2 and B8).	APPR	17/04/2020
20/01130/MA	Amendment of previous permission 17/00744/F as the extent of proposed estate road has been reduced.	PCO	

The proposal

- Full planning permission is sought for use of the site to provide dedicated storage facilities for the operational vehicles (delivery vans) required to move packages and/or goods to and from an existing distribution warehouse at 2 Caley Close, Norwich (occupied by Amazon as a storage and distribution warehouse). There is provision within the scheme to accommodate the parking/storage of 353 vans with access taken from a new section of estate road branching west from Turnpike Close, which is accessed from Hellesdon Hall Road.
- The site will be surfaced with tarmac and enclosed by 2.4 metre high weldmesh fencing, green in colour to the sites perimeter. Additional small structures within the site include a guards' kiosk/hut, security gates and access barrier system, welfare block including 3 x WC's, bin store, cycle shelter and smoking shelter. There are also fifteen new electricity substations included within the site (green GRP of various sizes), to facilitate the provision of nine active electric vehicle (EV) charging spaces and passive spaces for the remainder of the van storage spaces as necessary. The site will be lit by fifty one, 8 metre high LED lighting units.

Summary information

Proposal	Key facts
Scale	
Max. dimensions	Site area 3.1 hectares
Appearance	
Materials	Asphalt/tarmac surface 2.4 metre high green weldmesh perimeter fencing
Operation	

Proposal	Key facts
Operating hours	<p>Monday to Sunday – 05:00 to 20:00; are the main site operational hours.</p> <p>Twenty four hour a day/seven days a week access to the site is sought, for site security reasons and to facilitate more limited use associated with later delivery times.</p>
Staff	<p>1 security guard across two shifts with a permanent base at the site.</p> <p>Up to 353 delivery drivers will use the site as a base from which to collect their delivery vehicle and report to the off-site distribution centre.</p>
Ancillary buildings	<p>1 x guard hut (6.5m x 3.5m x 2.8m high) - sapphire blue metal profile cladding,</p> <p>1 x welfare cabin (7.32m x 2.74m x 2.57m high) – plastic grey painted steel,</p> <p>1 x smoking shelter (2.1m x 4.1m x 2.5m high max),</p> <p>1 x cycle shelter (21m x 2.75m x 2.58m high),</p> <p>15 x green GRP electricity substations (3 x 3m, 4 x 3m & 6 x 4m x 2.58m high) – dark green GRP.</p>
Transport matters	
Vehicular access	From Turnpike Close.
No of car parking spaces	353 spaces for delivery vans, including 1 disabled space; plus 1 dedicated space for guard.
No of cycle & motor parking spaces	19 motor cycle spaces in 5 separate locations across the site, 40 secure cycle spaces within a shelter in one designated location.

Representations

- Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 18 letters of representation have been received citing the issues as summarised in the table below. Representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Noise and disturbance from increased traffic levels along Low Road. The road is already used as a cut through to the Amazon depot by delivery drivers.	See Main Issue 4 and 5.
This will exacerbate existing traffic and highways issues for cyclists and pedestrians using Low Road to access school, the church hall, church and cemetery. Low Road is a main cycle route into the city and has narrow pavements and pinch points which endanger use by pedestrians. This is an area with many young families and it is unreasonable to make the roads unsafe.	See Main Issue 4.
How will the infrastructure of Low Road and Hellesdon Hall Road cope with up to 372 van drivers using it as a rat run to access their place of work? The junction at Sweet Briar Road needs to be made safer, there have been crashes at the junction and it requires improvement. There is significant congestion at peak times, making residential access difficult.	See Main Issue 4, much of the traffic/vehicles is already on the network.
The parish council request for all traffic to be directed via the ring road will not be the case.	See Main Issue 4, such measures are not considered necessary in planning terms.
Will there be restrictions on exit/entry routes to the site to ensure that there is minimal impact on increased traffic within Lower Hellesdon? Briar Chemicals and its predecessors have always enforced a strict code to ensure that HGV's using their site only enter/leave via the Ring Road, so there is a clear precedent that imposes minimal impact on local residential areas.	See Main Issue 4, such measures are not considered necessary in planning terms.
This section of the ring road (Sweet Briar Road) and the entrance to Sweet Briar Retail Park is dangerous, with long queues.	See Main Issue 4.
Day time noise levels during the night are unacceptable for this residential area. There will be noise pollution from 5am onwards from vehicles and personnel, which is unacceptable in a residential area.	See Main Issue 5.

Issues raised	Response
There will be fumes and pollution caused by a 300 +commercial vehicles sat idling while warming up and defrosting in the morning and the same in the evening when drivers return to their vehicles. This will have a detrimental effect on the breathing of asthma sufferers.	See Main Issue 5.
A proper analysis on traffic flow near the site using realistic data should be conducted. This should be used to redo the air quality study and should also be further used to assess whether the current road infrastructure of Hellesdon Hall Road, Hellesdon Road, Low Road and smaller adjacent roads can take this additional flow. Considering that there is already too much traffic there at peak hours this is doubtful.	See Main Issue 4 and 5.
Light pollution in the position of the application is very likely, which would impact residents closest to its boundaries.	See Main Issue 5.
The vans currently park near Wickes and leave rubbish which makes its way down to the Hellesdon conservation area and the Wensum Valley.	Provision of a dedicated van storage area with small scale facilities on site will help to contain such activities within the site in a more formal arrangement than is currently the case.
The development (along with others that have taken place) will see an awful lot of land covered by tarmac/concrete. The drainage system is already at capacity with instances of localised flooding.	See Main Issue 6.
Maybe the main handling depots and delivery despatch hubs could be in the centre of the city in place of the ever dwindling retail outlets who cannot survive due to everyone buying online.	The proposed use and the land that it requires would unlikely be suitable with limited land available in a city centre location.
The development in this area and associated noise and air pollution will greatly impact our quality of life and devalue our property.	See Main Issue 5. The impact of a development on property values is not a material planning consideration.
With the storage of chemicals in the adjacent chemical works the results could be catastrophic if any of the stored vehicles ignite.	The Health and Safety Executive does not advise against the development.

Issues raised	Response
I haven't seen a single electric vehicle in the company's existing fleet. If approved there should be a charging point for every vehicle.	See Main Issue 2, 4 and 7. The proposals include infrastructure which will allow 100% of the fleet to be electric vehicles.

Consultation responses

10. 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

11. The Noise Impact Assessment (NIA) has stated that the predicted noise would be at or below the daytime noise levels. However, the site proposes to start at 5am which is in the night time. Therefore, I would request that the Noise Impact Assessment is reviewed to take into consideration the impact that the site would have during the night hours which it will be operational.
12. The Phase 2 Site Investigation is acceptable. And the NIA has been reassessed taking into account noise from the site at night. The Air Quality Assessment is fine and therefore no comments to make.
13. Following a review of the Lighting Assessment, I now recommend that the lighting assessment condition is no longer required, but recommend that the lighting should be installed as detailed in the report.

Environment Agency

14. No response received.

Highways

15. The highway authority recommends no objection subject to conditions relating to setting out of the access, van and cycle parking prior to first use of the site and promotion of a Traffic Regulation Order (TRO) for waiting restrictions on Hellesdon Hall Road.
16. The proposed van park will provide a secure facility for overnight parking of vans associated with the Amazon fulfilment centre located nearby at the Sweetbriar Industrial Estate. The provision of van fleet parking will enable Amazon to operate its own van fleet, with the intention in future that these vans will be electrically powered, hence for this reason a small number of EV chargepoints are provided and electric supply for the remainder or all of the van spaces to have EV chargepoints installed in future. It is understood that drivers will collect their vans just in time for allocated times each morning and those who arrive by car may park their vehicle in the van space on the proviso that this is 15 minutes prior to their van pick up time. Overall the concept of a van park associated with Amazon's operations is acceptable in highway terms with regard to traffic generation, and the

principle of a vehicle access from this site to Turnpike Close is acceptable with regard to road layout and junction visibility. The Traffic Signals team at Norfolk County Council have not objected to the proposal with regard to the signalised junction of Hellesdon Hall Road with Sweetbriar Road, and confirm that it is optimised to respond to traffic queues using a SCOOT system of sensors in the traffic queue lane.

17. However, there is a likelihood that some drivers arriving by car will park nearby on-street. This is likely to cause localised issues on Turnpike Close and Hellesdon Hall Road as on-street parking is currently unrestricted. For this reason waiting restrictions will be required on Hellesdon Hall Road as determined by the highway authority. As Turnpike Road is a privately owned and maintained road provision for parking restrictions will need to be carried out by a parking management company of their choice and at their discretion.
18. Given the increased levels of traffic movement associated with the van park it may cause localised traffic management issues at peak times on egress from the site onto Turnpike Close. A scheme of road markings on Turnpike Close and the site access road would resolve those issues. However it is understood that that as Turnpike Close is not adopted and under the control of a management company that this is matter for them to resolve and will not be a matter required by the local highway authority as part of this planning consent.
19. As cited by the Transport Statement a number of drivers will arrive by other transport modes than their own private car; estimated to be 38 on foot, 26 by cycle and 6 by motorcycle. During informal negotiation with the applicant the footway on the west side of the spur road into the site towards the security point has been extended to make continuous provision which is welcomed. In addition parking provision for motorcycles and cyclists has been increased to reflect the modal split of trips identified in the Transport Statement.
20. With regard to site lighting, we require that there is sufficient lighting for safe use of the van park in hours of darkness, but that there is not unnecessary lighting affecting road users.

Landscape & Ecology

21. The proposed changes would have adverse landscape and visual effects for which the provision of mitigation and enhancement is mostly adequate. The concern remains that the effects of the lighting scheme could be adverse without limitation of the hours of operation. No objection subject to lighting control related to hours of operation.
22. Although no protected habitat or species would be at particular risk as a result of the proposed development, there would be a loss of a significant area of semi-natural habitat which would be replaced mainly by hard-surfacing.
23. The mitigation and enhancement offered is unlikely to provide biodiversity net gain, and the proposals offer barely adequate mitigation and limited enhancement in relation to the amount of habitat loss involved. The delivery of the woodland area to the north would make provision of green infrastructure (GI), mitigation and enhancement acceptable.

24. Overall, the proposals would be acceptable subject to greater certainty for GI provision (woodland area to the north) and further lighting control related to hours of operation.

Lead Local Flood Authority

25. Sufficient information has now been supplied with regards to the surface water modelling, water quality treatment proposals and Maintenance and Management Plan. We therefore have no objection subject to conditions being attached to any consent if this application is approved.

Norfolk historic environment service

26. We have reviewed the archaeological desk-based assessment submitted with the application and have been in discussions with the applicant's archaeological consultant.

I can confirm that archaeological evaluation by trial trenching has taken place at the above site and that we have reviewed and approved the report on the trial trenching.

No further archaeological work will be required. No archaeological conditions need to be placed on application 20/00802/F.

Broadland District Council

27. No comments received.

Hellesdon Parish Council

28. The Parish Council have no objection but would like to see a condition imposed requiring all commercial vehicles to enter the site from Sweet Briar Road and a requirement for all vehicles leaving the application site to turn left and exit via Sweet Briar Road.

Tree protection officer

29. No response received.

Health and Safety Executive

30. Do not advise against the grant of planning permission on safety grounds. (Using standing advice web app. The site falls within the inner and middle consultation zones for the Health and Safety Executive (HSE)).

Assessment of planning considerations

Relevant development plan policies

31. **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

- 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

32. 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
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM16 Supporting the needs of business
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

33. 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
- NPPF15 Conserving and enhancing the natural environment
- NPPF16 Conserving and enhancing the historic environment

34. Supplementary Planning Documents (SPD)

- Landscape and trees SPD adopted June 2016

Case Assessment

- 35.** 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

36. Key policies and NPPF paragraphs – JCS5, JCS9, JCS12, DM1, DM16, NPPF section 12.
37. The site and wider surrounding area is designated and prioritised for employment and business development under policy DM16 to meet employment growth targets set out in the Joint Core Strategy.
38. Policy DM16 states that ‘the employment areas defined on the policies map will be prioritised for employment uses and other forms of economic development where this would not ... prejudice the function of the employment area and would not undermine committed proposals for its redevelopment or regeneration’.
39. The supporting Planning Statement sets out Amazon’s objective of making the operation of its business more sustainable by maximising the number of electric vehicles serving its distribution warehouse (located to the east on Caley Close on the Sweet Briar Industrial Estate). Amazon is aiming to have a fully electric fleet of delivery vehicles by 2030 and is investing £1.5 million in the infrastructure to facilitate the transition to a fully electric van storage facility on the application site. It would however be impractical and unrealistic to require delivery drivers to charge electric vans at home, demonstrating the necessity for a dedicated storage location for the vans to provide the required supporting charging facilities.
40. In the short term the facility will allow Amazon to control the standard of delivery vans serving its distribution site by working towards all vans being Euro 6 compliant during the transition period.
41. The Caley Close distribution warehouse site is not large enough to accommodate the identified requirement of a 669 operational vehicle fleet, resulting in the search for additional land located sufficiently close to the distribution centre to accommodate the delivery fleet. Planning permission (20/00728/F) was granted in September 2020 for similar but smaller scale proposals to accommodate 65 operational vehicles on a site at Brunel Way on the Sweet Briar Industrial Estate, some 500 metres to the south of the distribution warehouse. This planning application seeks consent for the storage/parking of a further 353 delivery vans on the application site, some 250 metres to the west of the distribution warehouse.
42. An operational vehicle/van storage facility alone does not generate the same type of employment or employment density as some businesses (formerly B1 use class) or industrial and storage and distribution uses (B2 and B8 uses). However, as the use of the site is functionally connected to and supportive of the effective operation of the delivery function and employment opportunities at the existing established distribution warehouse nearby and also within the defined employment area it could be considered to meet with the requirements of policy DM16. To ensure this functional connectivity a planning condition is necessary to ensure that the storage of vehicles on this site is in conjunction with Amazon’s activities on a nearby site. Under these circumstances the use can be justified as comprising a form of economic activity that would be appropriate within this employment area and which is in accordance with the requirements of policy DM16.

Main issue 2: Design and layout

43. Key policies and NPPF paragraphs – JCS1, JCS2, DM3, NPPF sections 8, 11, 12.
44. 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.
45. The character and local distinctiveness of development on the west side of Sweet Briar Road is one of large-scale commercial development and associated large areas of car parking associated with car sales and rental businesses. To the south and west is land which forms part of the operations run by Briar Chemicals which has a more open, greener character due to the arrangements of large scale buildings being located back from main roads and public vantage points and the existence of some areas of mature landscaping around the site's boundaries.
46. The application site forms part of a wider employment land allocation and is clearly visible from Hellesdon Hall Road and from the new access road into the employment area (Turnpike Close). The designation of the land is such that large-scale buildings and/or associated areas of hard surfacing are to be expected on this site, but not without consideration as to how best to successfully assimilate such development into the surrounding area. The proposal involves tarmac surfacing of the majority of the site and the introduction of small-scale structures/buildings to accommodate welfare facilities, security provision, smoking facilities and bin and cycle storage. All such structures are functional in appearance, modest in scale, recessive in colour and spread in clusters across the site.
47. The site will be enclosed by 2.4m tall green weldmesh type fencing. Vehicular and pedestrian/cycle access gates of the same height mark the entrance to the site from an extended part of Turnpike Close (the main estate road). The boundary fencing will be located within 1 metre of Turnpike Close and will be set back from the boundary with Hellesdon Hall Road by approximately 13 metres.
48. Electric vehicle charging posts are proposed up to 2.3 metres in height, designed specific for van infrastructure. One post will be required for each parking space. Such provisions on site would be made in future under permitted development rights which permit an electrical upstand for recharging vehicles. The charging posts will be largely obscured by parked vehicles most of the time.
49. Policy DM3 requires appropriate provision for both the protection of existing and the provision of new and enhanced green infrastructure as an integral part of the overall design which complements and enhances the development. The appearance of the significant extent of hard-surfacing and parked vehicles which characterise the site will be partially screened and assimilated into the surrounding landscape by proposed strategic landscaping and site perimeter planting and would be softened and broken up by areas of low level shrub planting and trees within the main site layout itself. This matter is considered in more detail under 'Main Issue 3' to follow.
50. At the east end of the site are a cluster of four GRP electricity substations, dark green in colour which will sit alongside an existing brown GRP substation in this location. Their positioning in this rather prominent location is somewhat unfortunate. However, the boundary of the site in this location will consist of a

combination of strategic and site boundary landscaping, including trees and hedging, which will help to provide screening to this infrastructure over time, reducing the harm that the provision of the infrastructure in this location presents to the short term.

51. The appearance of the site will be somewhat different to other sites on the estate on which large scale buildings are found. Instead, the site will have a more open appearance with proposed small-scale structures, lighting, hardstanding, fencing and entrance gates acting as numerous, but less bulky and generally lower in height, visual interruptions across this large-scale site. The storage/parking of a large number of vehicles will largely obscure the extent of the hard surfacing and ancillary structures/infrastructure most of the time. The delivery fleet vehicles are currently a dark blue/grey colour, which will help to lessen visual effects outside of operational hours and will limit reflections from the on-site lighting. Given the context of the site, its appearance cannot be considered sufficiently harmful or inconsistent with the character and appearance of the area in general, which is characterised by a mixture of some heavier industry, light industrial units, vehicle sales and rental parking/storage areas, fenced enclosures and large scale open parking areas.
52. As stated previously, large areas of the site will be covered with hard surfacing to aid operational requirements, allowing the manoeuvrability of vehicles and aiding their storage on the site. The applicant has justified the need for a hard surface which is robust enough to prevent damage by manoeuvring large numbers of vehicles across the site. Whether the extent of hardstanding proposed is acceptable should be considered alongside the extent and type of landscaping, green infrastructure and biodiversity enhancement measures proposed around the site perimeter (considered as Main Issue 3) and also the context of the surrounding employment area.
53. On balance, given the site context and the uses and activities taking place around the site the proposed development is considered acceptable in design terms as it is not considered to have an unacceptable detrimental impact on the character and appearance or local distinctiveness of the area, in accordance with policies JCS2 and DM3.

Main issue 3: Landscaping and biodiversity

54. Key policies and NPPF paragraphs – JCS1, JCS2, DM3, DM6, DM7, NPPF section 12, 15.

Landscaping

55. 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. While paragraph 127 of the NPPF requires developments to be visually attractive as a result of good layout and appropriate and effective landscaping.
56. Most of the site, which is currently rough grassland with some scrub and small trees, would be surfaced with tarmac. There are a small number of trees and groups of trees in and around the west and north of the site, but outside of the

application site itself. The trees are acknowledged as having some landscape value, which will help to provide an element of maturity to site screening. However, the immediate site context is one of development sites and existing employment sites and the current landscape value and sensitivity of the site is therefore relatively low.

57. As stated previously the site is visible from Hellesdon Hall Road and from Turnpike Close/the access road into the employment sites. The main feature of the site would be the perimeter fencing, a large extent of hard-surfacing and parked vehicles.
58. The initial landscaping details submitted with the application were not considered sufficient to mitigate the visual impacts of a development of this scale. However, through a process of extensive negotiations with the landowner and representatives for Amazon and with input from the Council's Landscape Architect, a more comprehensive landscaping scheme has been secured. The revised landscaping scheme consists of planting around the site perimeter, with planting areas within the site, which help to soften and break up the extent of hard surfacing.
59. The proposed 2.4m high perimeter fencing could have an adverse visual effect particularly when viewed from Hellesdon Hall Road and the access road. This fencing will be located behind/within planting areas so that it is at least partially screened.
60. Areas of strategic landscaping are also proposed outside of the application site (and outside of the perimeter fence) to the Hellesdon Hall Road and the initial part of Turnpike Close site frontages. The strategic planting is proposed as part of a separate planning application on behalf of the landowner to provide the estate road infrastructure to the application site (and other sites) and strategic landscaping of which the principle of the amount and location have been previously agreed.
61. The visual appearance of the boundary of the site with Hellesdon Hall Road is important. The proposed perimeter fence will be located approximately 13 metres back from Hellesdon Hall Road. Nineteen standard and extra heavy standard trees are proposed along this frontage along with a ground cover of various shrubs. In addition, the strategic landscaping proposed in this location includes shrubs and a number of large trees in the area between Hellesdon Hall Road and the proposed new perimeter fencing to the application site. In combination with the proposed strategic landscaping the perimeter planting will provide adequate screening for most elements of the proposals and reduce the visual effects of the changes to the overall character of the site and surroundings which will arise due to the scale and nature of the proposals.
62. The operational requirements of the site and the need to provide an efficient layout which maximises the amount of parking on the site are understood. The significant amount of underground service provision associated with the installation of such a large amount of electric vehicle charging infrastructure acts to a certain extent as a landscaping constraint. However, revisions to improve the landscaping provision and introduce a number of areas of landscape planting within the site layout have been secured, with a resultant reduction in van parking spaces from 372 to 353 now proposed. This additional planting helps to break up the extent of hard surfacing on the site. Also, the introduction of trees and planting within the site will help to

provide shade and cooling, reducing heat absorption, helping to mitigate and adapt to the urban heat island effect, as required by Policy JCS1 and DM3.

63. The revised planting scheme includes many native species and a total of 97 trees, hedging and a significant number of shrubs are proposed to be planted within the site and around its perimeter. The internal planting areas include some beds containing an ecological planting system 'Floratopia' which uses a low maintenance gravel-based planting system, which can provide drought tolerant species while also providing sustainable drainage on a localised scale. In addition, native hedging is proposed inside of the perimeter fencing along the entirety of the boundary of the site with Turnpike Close.
64. The revised landscaping proposed both within and around the site perimeter, considered in combination with strategic landscaping provision along Hellesdon Hall Road and the initial section of Turnpike Close are considered acceptable means of providing adequate screening and softening of the site infrastructure. The landscaping proposals are adequate to ensure that adverse landscape and visual effects are reduced, with impacts limited to the short term, with greater mitigation and enhancement provided once the landscaping matures. The Council's Landscape section has removed its earlier objection to the proposals. The proposals are considered to meet the requirements of policy JCS1 and Local Plan policies DM3 and DM6.

Biodiversity

65. Policy DM6 encourages and supports proposals which deliver significant benefits or enhancements to local biodiversity and opportunities should also be taken to incorporate and integrate biodiversity, green infrastructure and wildlife friendly features in the design of individual schemes. While NPPF paragraphs 170 and 175 require impacts on biodiversity to be minimised and improvements to secure net gains encouraged.
66. The majority of the site currently comprises scrub vegetation and bare ground, which is generally of low ecological value. However, the habitat in the north of the site comprising scrub and scattered trees is of greater ecological value, offering nesting bird opportunities, shelter, foraging and a commuting corridor for a range of faunal species. The proposals incorporate areas of soft landscaping within and around the boundaries of the site, which comprises mainly native species that would provide biodiversity benefits and help replace lost habitat.
67. Lighting is proposed on site for site security proposes (alongside CCTV provision) and also to aid access to the site by pedestrians during winter months. Lighting provision is by way of 51 x 8 metre high columns within the site and around its perimeter.
68. Habitats around the site offer foraging and commuting opportunities for bats and therefore any lighting must be sensitive to minimise the impact upon bats. The applicants ecological consultant has considered the lighting proposals and advises that the lighting strategy will not be detrimental to any bat species, as the luminaires are LED, mounted on the horizontal to minimise light spill above and behind the lights, with a warm white spectrum, with 0 – 2 lux levels on adjacent habitats. Therefore, they conclude that there will be no detrimental impact on bats foraging

and commuting at or immediately off site as the lux levels fall within the normal range of moonlight.

69. The industrial area around the site includes lighting provision on each plot either by lighting columns or on buildings. Turnpike Close itself is not lit, however Hellesdon Hall Road and Sweet Briar Road is. There are a small number of 8 metre high lighting columns in the vicinity (on Sweet Briar Road itself and newer installations along Hellesdon Hall Road installed when the estate was first developed). A reduction in the height of the lighting columns proposed will require a greater number of columns to achieve the required level of lighting. The site lighting will be individually controlled with dawn to dusk dimming. Outside of operational hours (8pm to 5am) the lighting will be dimmed to 20% illuminance to allow CCTV operation. Use of the site outside of the main operational hours will trigger lighting within zones and will increase illumination to 50% within the effected zone, which will then dim back to 20% illuminance once activity ceases.
70. The Council's Landscape section has some concerns that greater lighting control is not considered feasible by Amazon outside of the site's main operational hours. It would be preferable that the lighting remain dimmed to 20% illuminance during these times to reduce the effects of lighting at night and the associated adverse ecological and landscape effects. However, given the location of the site, in an area which has existing illumination overnight, together with the intended operation of the lighting, including dimming of the lights outside the operational hours of the site, on balance the lighting is considered acceptable in the context of the existing uses on the employment area and the lighting schemes already in place.
71. Policy DM3 requires all new development to make appropriate provision for both the protection of existing and the provision of new and enhanced green infrastructure where reasonably practicable, as an integral part of the overall design which complements and enhances the development. The main green infrastructure (GI) opportunities here lie in protecting and developing corridors of habitat particularly along the northern and western site boundaries, to link with the former golf course to the north-west which connects with the Wensum River Valley, and other local tree belts. The revised proposals include planting strips along southern and western boundaries that would function adequately as green infrastructure. Amended, much welcomed additional planting east-west through the centre of the site and north-south through the southern part of the site would function similarly.
72. General site enhancement recommendations are for planting to include native species, hedgerows to be planted along boundaries, and for at least 6 bird boxes to be installed on existing trees or on poles around the site perimeter. The revised proposals provide double the minimum recommended number of bird boxes at 12. Landscape planting although limited, would offer opportunities for reptiles at the boundaries, and the provision of two hibernacula creates hibernating potential. Some planting areas include 'Floratopia' gravel garden features that would provide both biodiversity and sustainable drainage benefits.
73. Measurable biodiversity net gain has not been assessed or quantified using the proposed metric, however this is not currently a mandatory requirement. However, biodiversity enhancements are proposed as part of the development in the form of:
 - (a) the planting of 97 standard and extra heavy standard trees,

- (b) more than 750 linear metres of native species hedgerows,
 - (c) a 170 metre x 4 metres wide landscaping belt along the sites western boundary,
 - (d) areas of 'floratopia' ecological planting,
 - (e) 12 bird nesting boxes and 2 reptile hibernacula.
74. On balance, officers consider that the proposal does provide sufficient green infrastructure provision and identifiable biodiversity benefits of a scale and type sufficient to be considered an enhancement given the low ecological value of the habitat being lost, while being mindful of the habitat lost from the site in the past prior to the consideration of this application. The development is therefore considered to meet the requirements of Local Plan policies DM3 and DM6 and paragraphs 170 and 175 of the NPPF.

Main issue 4: Transport

75. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9.
76. The site will be accessed from Turnpike Close. Vehicles from this facility are reported to provide the 'last mile' element of the distribution of goods to the customer. Deliveries are reported to leave the distribution centre at Caley Close between 06:00 and 09:00 and then most drivers return between 16:00 and 19:00. To allow inter-site travel and loading time, drivers may need to leave the van storage facility as early as 05:30 and return to the site as late as 19:30.
77. A Transport Statement submitted with the application identifies changes in traffic movements during the morning arrival and departure period (05:00 – 06:00) of approximately 190 two-way vehicle movements or just over three vehicles every minute and the evening arrival and departure period (18:00 – 19:00) of approximately 270 two-way vehicle movements or just over four vehicles per minute. Equating to less than two vehicles every minute, or two-way movements of 95 vehicles in the traditional morning peak (08:00 - 09:00) and just over four vehicles every minute or two-way movements of 270 vehicles during the evening peak (17:00 – 18:00). However, this does not take into account that much of this traffic is already present on the local highway network in the form of existing delivery van drivers accessing the warehouse for work and often congregating/waiting beforehand in the surrounding industrial areas on both sides of Sweet Briar Road. The proposals will therefore not have a material impact upon the local highway network.
78. During the earlier stages of the employment land development, highways improvements/upgrades were put in place at both the Turnpike Close/Hellesdon Hall Road junction and Hellesdon Hall Road traffic signal-controlled junction with the ring road (Sweet Briar Road). These junctions were designed to incorporate residual capacity to allow the remainder of the employment land allocation to come forward.
79. Proposed new footways direct to the site will connect to existing footways in Turnpike Close. Existing lit footway provision within Hellesdon Hall Road, Sweet Briar Road and Low Road, Hellesdon will allow pedestrian access direct to the site. Although there are bus stops within 400 metres of the site, the bus service provision

to this location could not be described as frequent or convenient to allow access to the site as a place of work during the main site operating hours. The site is however located 1km from access points to the Marriott's Way, cycle and pedestrian route (found to the south east and south west of the site) and a short distance from local cycle route links. Therefore, there are sufficient provisions in place to allow pedestrians and cyclists to access the site and present a feasible option to travel to work at the site from the local area by non-car modes.

80. The development itself can greatly facilitate modal shift as drivers no longer need to own/provide their own vehicle to access employment as a delivery driver associated with the Amazon's business operations and can travel to site by non-car/van modes or lift share. In turn it may also help to reduce the wider knock on implications associated with drivers having to store a delivery vehicle at their home on driveways and on street parking areas.
81. To reflect the identified modal split of access to the site, an acceptable amount of cycle and motorcycle parking provision is provided in secure and covered (bicycle only) locations on the site alongside other staff facilities.
82. One of the stated main objectives behind the application is Amazon's aim to have a fully electric fleet of delivery vehicles by 2030, which is to be commended. That said only one active electric vehicle charging space was to be provided on the site initially, with the remainder of the charging points to be delivered using permitted development rights as and when required. Extensive subsurface infrastructure will be installed before the surface of the parking area is laid to facilitate future transition to a fully electric fleet. This provision shows both financial and physical commitment to transition to an all-electric fleet and can be secured by planning condition. The applicant has since confirmed that nine active charging points will be delivered when the site becomes operational, limited to this number by existing grid capacity and investment and delivery timeframes of the utility provider. This provision is recognised to be in excess of Local Plan policy requirements.
83. Residents who live further to the west of the site, together with Hellesdon Parish Council are concerned that traffic volumes have increased on the road, in particular during rush hour periods. They have concerns relating to the impact that the proposed development may have on congestion and highway safety and the ability to access their properties. The Transport Statement confirms that the proposed development will represent a redistribution of existing activity rather than create 'new' trips on the highway network in their own right. In this regard, much of the vehicle activity associated with the van storage site will already be travelling along Hellesdon Hall Road to the west and there will not be any consequential increase in activity on the roads within Hellesdon. The route from the application site to the distribution centre at Caley Close is a short and direct route across Sweet Briar Road, which does not pass any residential properties. The parish council request for access to the site to be restricted to only allow access from the Sweet Briar Road direction (and therefore not from the west) is not physically practical as other businesses also use the estate road for access. Also such a restriction is not considered to be necessary by the Highway Authority to make the development acceptable and therefore cannot be justified in planning terms.
84. The Highway Authority do not object to the proposals and confirm that the principle of a van park associated with Amazon's operations (at Caley Close) is acceptable in highway terms with regard to traffic generation, and the principle of a vehicle

access from this site to Turnpike Close is acceptable with regard to road layout and junction visibility. The Traffic Signals team at Norfolk County Council do not object to the proposal with regard to the operation of the signalised junction of Hellesdon Hall Road with Sweetbriar Road, which uses a sensor system to identify and react to traffic queues. The site is located in an area designated for this type of use and is conveniently positioned in close proximity to the outer ring road (Sweet Briar Road), allowing quick and easy access to the strategic highway network and efficient deliveries across Norwich and the wider county. Accordingly the development is in accordance with policies DM28, DM30 and DM31 of the Local Plan.

Main issue 5: Amenity

- 85. Key policies and NPPF paragraphs – DM2, DM11, NPPF section 12 and 15.
- 86. The closest residential properties are located 90 to 140 metres to the west of the site and concerns have been raised by residents regarding the potential impacts of noise, light and air pollution from the proposed development.

Noise

- 87. A noise impact assessment has been provided by the applicant to inform the proposal. It considers noise from the site associated with vehicle movements to and from the site associated with delivery drivers arriving at site to pick up their delivery vehicle and then leaving the site to travel to the distribution warehouse to start work and then returning at the end of the day.
- 88. The assessment identifies frequent road traffic noise as being the main noise sources affecting the existing noise climate of the site, with noise also audible from operations within the existing Sweet Briar Road Industrial Estate.
- 89. Worst case calculations of noise associated with vehicles pulling up to a bay, manoeuvring into position together with any reversing alarms and doors closing, based on 100% of the van bays having a vehicle arrive and depart in any one hour during the daytime (07:00 – 23:00) were modelled.
- 90. External noise levels were predicted at nearby sensitive receptors (at residential locations on Clovelly Drive, Low Road and Hellesdon Hall Road) from all sources of potential noise associated with the proposed development occurring simultaneously.
- 91. Worst-case daytime noise levels from the proposed development are predicted to be below the World Health Organisation (WHO) noise intrusion criteria at all receptors with windows-open and windows-closed, which is an indication of a low impact and falls within the 'No Observed Effect Level'.
- 92. Considering the results of the noise intrusion assessment, operational noise associated with the use of the site for the storage of vans is not expected to have a significant 'adverse impact' on health or quality of life.
- 93. An assessment in line with the guidance presented within BS4142 (comparison of operational noise against typical existing background noise levels) has been undertaken in relation to residential receptors. The worst case noise rating levels

(with all van storage bays occupied) are predicted to be below existing daytime background noise levels.

94. An additional assessment of night time operations from 05:00 to 07:00 was also undertaken at the request of the council's public protection officer to reflect the potential start times of the delivery drivers. Similarly, predicted noise levels were below all relevant assessment criteria and below measured average background noise levels.
95. No objection has been raised by the council's public protection officer. Operational noise rating levels during all periods are predicted to be at or below background noise levels and noise intrusion levels are predicted to be below the guideline noise intrusion criteria at nearby properties assuming both a windows-open and a windows closed scenarios.
96. Accordingly, the proposed operations are not expected to have a significant 'adverse impact' on health, well-being or quality of life at nearby dwellings as a result of disturbance from noise and satisfies the relevant policy considerations set out in DM2 and DM11 of the Local Plan and paragraphs 170 and 180 of the NPPF.

Lighting

97. The applicant states that outdoor lighting is required on the site for a combination of safety and security reasons. A total of fifty one, eight metre high lighting columns are proposed to improve uniformity and reduce glare and the shadowing effect that the vans will create on the pedestrian access routes and provide safe lighting levels for operation of the site. The use of columns of this height reduces the number of fittings required to achieve the required lighting level across the site.
98. Amended lighting proposals have confirmed the use of back-light shields and baffles to all perimeter lighting in order to minimise light trespass. Luminaires will be mounted on the horizontal with zero degrees tilt removing upward lighting to minimise light spill. The full lighting levels proposed will only be required for safe working during operational hours (8pm to 5am), with dimming provided outside of these times.
99. The application site has residential properties in relatively close proximity. These properties are located 90 to 140 metres to the west and beyond an intervening land use, which is also lit and with some trees and vegetation which provide screening. A complex, controlled lighting scheme is proposed and the simulated values for light intrusion demonstrate that light emitted from the site has dissipated well before reaching any of the closest residential boundaries.
100. Surrounding sites in commercial use are well lit and are far enough away from the application site for the proposal to not have a detrimental impact on working conditions of occupants of surrounding businesses.
101. Therefore, the proposals will not result in unacceptable impacts on the amenity, living or working conditions of neighbouring occupants as a result of artificial light pollution and are in accordance with policies DM2 of the Local Plan and paragraph 180 of the NPPF.

Air quality

102. An Air Quality Assessment has been provided by the applicant which identifies that the site is located 1.7km north west of the Central Norwich Air Quality Management Area (AQMA). The report highlights the potential effects during the construction phase, including dust emissions from site activities, such as demolition, earthworks, construction and trackout. It goes on to consider the impacts during the operational phase taking into account exhaust emissions from road traffic generated due to the proposed development.
103. During construction and without mitigation there is a potential medium impact on the worst affected dust sensitive receptors. However, the risk of adverse effects can be managed through well-established mitigation measures, such that the effects are not predicted to be significant.
104. Once the site becomes operational an assessment of the effects associated with the proposed development due to changes in traffic movement have been considered. More specifically this takes into account traffic data contained within the applicants Transport Statement, and considers ambient nitrogen dioxide (NO₂), particulate matter less than 10µm (PM₁₀) and particulate matter less than 2.5µm (PM_{2.5}) exposure.
105. Only receptors close to roads where there is predicted to be a change in emissions due to changes in traffic flows have been assessed. With respect to NO₂, PM₁₀ and PM_{2.5}, exposure is determined to be 'negligible' for all existing receptors (located between the application site and the distribution warehouse). At all of the existing receptors, the Air Quality Objectives are not predicted to be exceeded.
106. Ecological air quality impacts on ecologically sensitive receptors have been considered as part of the operational phase dispersion modelling. Sweetbriar Road Meadows, SSSI is located within 2km of the application site and within 200 metres of the effected road network. The maximum predicted increase in the annual average exposure to nitrogen oxides (NO_x) is 0.03 µg/m³ at Sweetbriar Road Meadows, as a result of changes to traffic movements is less than the 0.40 µg/m³ development contribution stated within the guidance of 'A Guide to the Assessment of Air Quality Impacts in Designated Nature Conservation Sites', IAQM 2019. It is therefore considered that the effect can be deemed imperceptible.
107. In the long term the substitution of fossil fuel powered delivery vehicles with electric powered alternatives should have a positive impact on air quality.
108. In summary, the proposal is considered to be acceptable in amenity terms as explained in the section above and complies with policies DM2 and DM11 of the Local Plan and paragraphs 170 and 180 of the NPPF.

Main issue 6: Flood risk

109. Key policies and NPPF paragraphs – JCS1, DM3, DM5, NPPF section 14.
110. It is a requirement of the NPPF that development does not increase flood risk elsewhere. Local Plan 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 low risk areas of surface water flooding on the site.

111. The proposal will significantly increase the amount of impermeable surfacing on the site as it will be largely covered with impermeable hard surfacing for parking and manoeuvring vehicles. A Flood Risk Assessment and Drainage Strategy has been provided by the applicant which has been informed by on-site ground investigation which has determined good infiltration potential of the ground.
112. The Drainage Strategy for the site involves the discharge from the impermeable areas via subsurface channel drains, gullies and kerb drains into a large infiltration crate soakaway beneath the southern part of the site. Water quality treatment is provided through filters and petrol interceptors to ensure adequate pollution treatment to reduce metals and hydrocarbons entering into the system and which provide water treatment before the surface water discharges to the soakaway attenuation system.
113. The surface water drainage design 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.
114. The Lead Local Flood Authority (LLFA) have no objection to the proposals, although they advise that the drainage strategy proposed by the applicant is not considered to be a full SuDS system. The system can generally be described as a conventional pipe network with attenuation prior to discharge via infiltration. The NPPF at paragraph 165 states that major developments should incorporate the use of SuDS unless there is clear evidence that this would be inappropriate and should take advice from the Lead Local Flood Authority.
115. The applicant's drainage consultant has justified the proposed drainage design due to the operational requirements of the site and specifically the high number of vehicle movements. They are keen to ensure that peak storm events are drained efficiently so as to avoid the risk of ponding, which in the winter months would introduce a safety hazard should freezing occur. Any surface level SuDS features would pose an ongoing maintenance risk and that may become hazards, hence a more conventional drainage system is proposed, whilst using the best available proprietary treatment systems suitable for the flows generated by a site of this size.
116. It is disappointing that the opportunity for more direct infiltration to ground has not been accommodated into the drainage scheme. However, later modifications to the landscaping scheme have introduced small planting areas within the site, some of which act as rain gardens and provide small scale localised surface water drainage and water quality treatment benefits, which the LLFA support.
117. Policy DM5 requires the provision of sustainable drainage measures except where not technically feasible or where other factors preclude their use. The drainage system as revised does now include greater elements of infiltration and therefore is not a fully engineered solution. Giving some weight to the operational requirements of the site and the fact that similarly designed drainage systems have been permitted across this area and in the absence of an objection from the LLFA it would be difficult to justify a refusal of the application solely on these grounds. 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 of the Local Plan.

Main issue 7: Infrastructure, energy efficiency and climate change

118. The investment in electric vehicle charging infrastructure of this scale to facilitate the transition to a fully electric van storage facility on the application site, should attract some weight in the planning decision making process as it will allow Amazon to invest and adapt its operations to support both economic growth and delivery of its 'climate pledge'. Generally speaking, this is in line with the policy objectives of Joint Core Strategy Policy 1 and policy DM1 of the Local Plan in that it will reduce dependency on high-emission vehicles. It will also help towards the UK government target of a 68% reduction in greenhouse gas emissions by 2030.
119. This type of provision (or at least of this scale) is relatively forward thinking, although current Local Plan policy does require the provision of electric vehicle charging points in all new developments, albeit of a very small scale at the moment. However, any argument that the significant financial investment in infrastructure on the site, understood to be around £1.5 million, should attract more weight in the planning decision should be treated with caution as only the benefits which are over and above investment in general/usual site servicing requirements should be considered. That said, it is understood that the construction costs for such a storage/parking facility is roughly twice the cost of installing a standard car park.
120. Extensive subsurface infrastructure will be installed before the surface of the parking area is laid to facilitate future transition to a fully electric fleet. This provision shows both financial and physical commitment to transition to an all-electric fleet and can be secured by planning condition. Amazon has confirmed that nine active charging points will be delivered when the site becomes operational, limited to this number by existing grid capacity and investment and delivery timeframes of the utility provider. This provision is recognised to be in excess of Local Plan policy requirements and together with the sub-surface cabling allows some weight to be attributed to any associated environmental benefits of the proposals through the provision of EV charging infrastructure.
121. Once the grid capacity is increased this will allow further infrastructure to be made available utilising permitted development provisions associated with this type of infrastructure. The application does not and cannot secure the delivery of an electric vehicle delivery fleet, but the infrastructure provision will assist Amazon in its aim of powering 100% of its global infrastructure with renewable energy by 2030, including electric delivery vehicles. This provision meets with the environmental objectives of both the NPPF and the development plan through assisting the move to a low carbon economy and reducing dependency on high emission vehicles. However, it should be recognised that the full benefits associated with replacing a fleet of fossil fuel powered vehicles with electric vehicle alternatives will not be realised immediately. Therefore, the weight to be attributed to this consideration in the short term in this respect should be reduced accordingly.
122. The applicant has provided information which suggests that 'for each electric van used instead of a diesel van, a conservative estimate is that the life-cycle carbon emissions of operating that van have been reduced by 60%+ from 11,533kg CO₂e annually to 3,933 kg CO₂e annually. This includes the emissions from

manufacturing the vehicle, the fuel production, the tailpipe and the power plants that make the electricity in the UK’.

123. The applicant’s energy consultant explains that electric vehicles lead to lower overall CO2 emissions, even if the electricity used to power them comes from a National Grid that still contains fossil combustion. More carbon is emitted in the manufacture of electric vehicles than of internal combustion engine cars, however over a lifecycle the benefits are heavily in favour of electric, by up to 70% in countries with decarbonised power generation.
124. There are undoubtedly numerous sources of information which can be consulted in an attempt to quantify the benefits associated with facilitating the transition from a fleet of fossil fuel powered delivery vehicles to electric vehicle equivalents. What is clear however is the proposed development will help to support the transition to a low carbon future and help to reduce dependency on high-emission vehicles that paragraph 148 of the NPPF and policy DM1 promotes.

Compliance with other relevant development plan policies

125. A number of development plan policies include key targets for matters such as parking provision. 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
Sustainable construction	DM3	Yes subject to condition

Other matters

126. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies: Land contamination and the location of the site adjacent to a Major Hazard Site.

Equalities and diversity issues

127. There are no significant equality or diversity issues.

Local finance considerations

128. 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.

129. 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.
130. In this case local finance considerations are not considered to be material to the case.

Conclusion

131. The proposed use of the site is considered appropriate on a designated employment site. The development will support employment opportunities through its role of supporting the delivery function of a distribution warehouse located off-site.
132. It is recognised that although the facility proposed will enable a fully electric fleet of delivery vehicles to be delivered, this planning application does not secure the actual delivery of that fleet or all of the required infrastructure. Instead the proposal provides investment in a significant amount of on-site sub-surface infrastructure and a small number of active charging spaces, for use in association with Amazon's existing operations in the area, all of which can be secured by the use of planning conditions. This in turn will enable the future delivery of a fleet of electric vehicles, with associated reduction in carbon emissions which can be afforded some weight in the decision making process.
133. Accommodating such a large-scale facility in this location will result in some harm to the character and appearance of the area, which will be greatest in the short term. The layout, appearance and landscaping treatment to the site are considered acceptable and provide sufficient mitigation of visual, landscape and biodiversity impacts given the context of the site adjacent to existing commercial uses.
134. It is appreciated there is local concern regarding the proposals, however the amenity impacts and traffic impacts, together with the flood risk of the proposal are acceptable and where appropriate will be controlled by the use of conditions to ensure no material harm occurs to the amenity of residential properties or to the free flow of traffic and highway safety.
135. In conclusion, the identified harm in landscape and visual amenity terms is outweighed by the benefits that the proposal will deliver in terms of supporting the efficient operation of an existing business located within an employment area and the investment in the provision of infrastructure to aid the delivery of low carbon alternatives to high emission fossil fuelled operational vehicles.
136. 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. 20/00802/F - Land North of Hellesdon Hall Road, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;

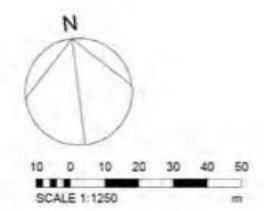
2. In accordance with plans;
3. Use of the site shall be restricted to the parking/storage of operational vehicles used in association with the distribution warehouse use at Unit 2 Caley Close only;
4. The use of the site shall not commence until the estate road and strategic landscaping provided under application 20/01130/MA has been provided in full.
5. Landscaping shall be installed and maintained in accordance with approved details prior to the site first being brought into use;
6. Ecological enhancement/mitigation measures shall be installed and maintained in accordance with approved details prior to the site first being brought into use;
7. Provision of small mammal access within boundary treatments;
8. No site clearance during the bird nesting season;
9. During construction, works to be carried out in accordance with the site specific mitigation measures identified in the Air Quality Assessment;
10. Prior to the first use of the site the surface water drainage system shall be constructed in accordance with the submitted details;
11. Prior to the first use of the site the access, footways and on-site parking, turning, motor cycle and cycle parking shall be provided and made available for use;
12. Prior to first use of the site a TRO shall be promoted for waiting restrictions to Hellesdon Hall Road,
13. Prior to the first use of the site the sub-surface electric vehicle charging infrastructure shall be provided and made available for use in accordance with the submitted services plan;
14. Prior to the first use of the site electric vehicle charging connections for nine vehicles must be provided and made available for use;
15. Use of recycled construction materials and sustainable waste management measures insofar as practicable, as promoted within the Sustainable Construction, Energy Efficiency & Climate Change Report,
16. Lighting shall be installed and operated in accordance with submitted lighting strategy, including dimming of lighting outside of site operating hours;

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.

Architects are to be notified of any discrepancies.
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P8	BOUNDARY ADJUSTED TO SUIT DEVELOPER INFORMATION.	03.11.20	NH	-
P7	BOUNDARY UPDATED TO EXCLUDE DEVELOPMENT ACCESS ROAD FOLLOWING COMMENTS FROM DWD.	02.11.20	NH	-
P6	UPDATED TO SUIT DWD COMMENTS RECEIVED 08.06.20	08.07.20	TO	-
P5	VEGETATION AMENDED	07.07.20	TO	-
P4	UPDATED TO SUIT DWD COMMENTS 06.07.20	06.07.20	TO	-
P3	UPDATED TO SUIT DWD COMMENTS	03.07.20	TO	-
P2	UPDATED TO SUIT LATEST TEST-FIT LAYOUT BOUNDARY AMENDED TO SUIT DWD COMMENTS	25.06.20	NH	-
P1	FIRST ISSUE	04.06.20	BC	NH
Rev	Description	Date	Drn	Cdd

Status

PLANNING

SMR

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Project

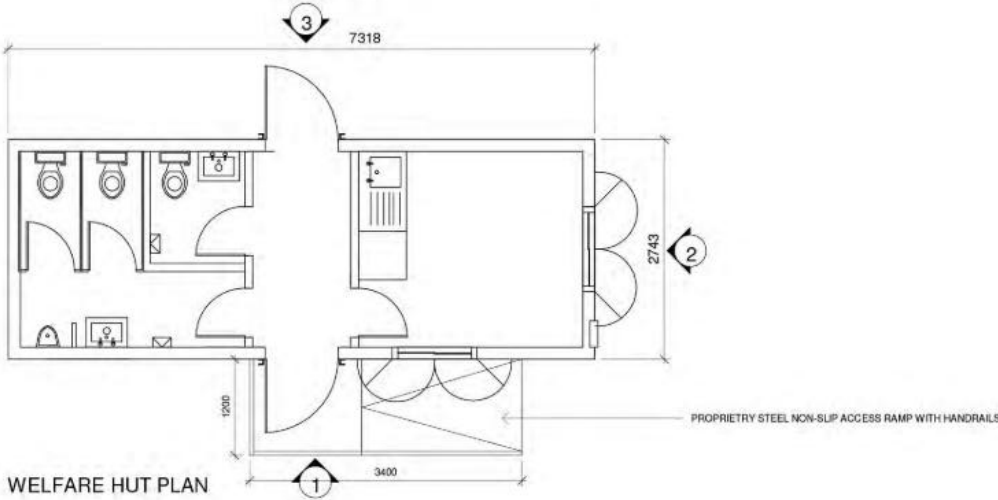
LAND NORTH OF HELLESDON HALL ROAD, NORWICH

Client

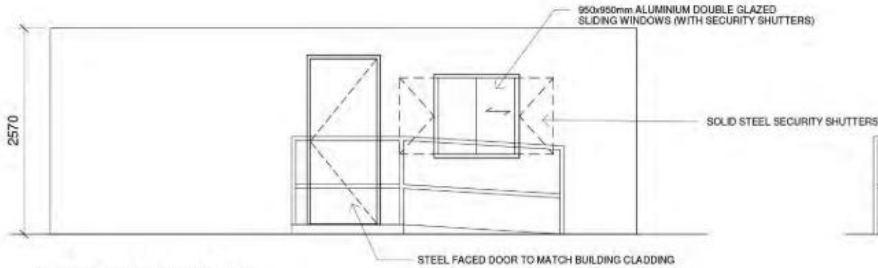
Drawing Title

SITE LOCATION PLAN

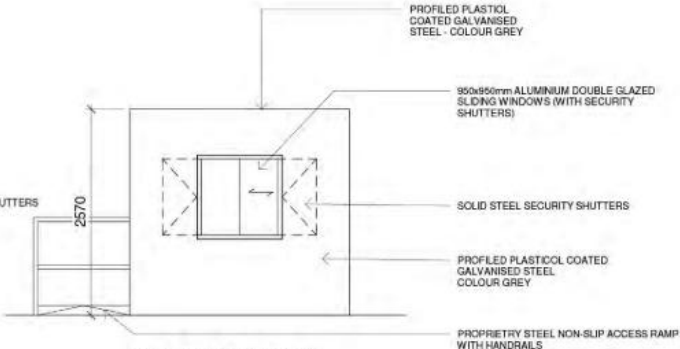
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-- 7371 - SMR	- 02 - ZZ	- DR	- A	- 2001 - S4	- P8			
SMR Job Ref	Sheet	Scale	Drawn					
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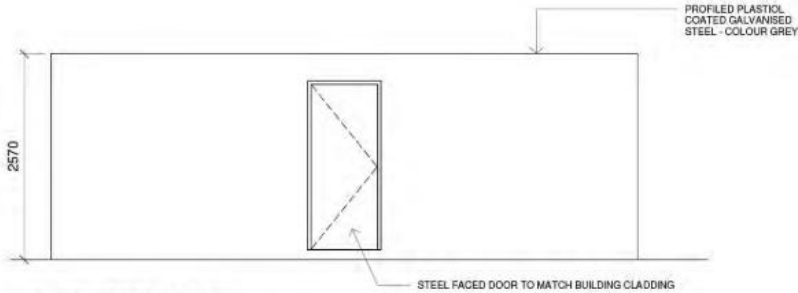
WELFARE HUT PLAN



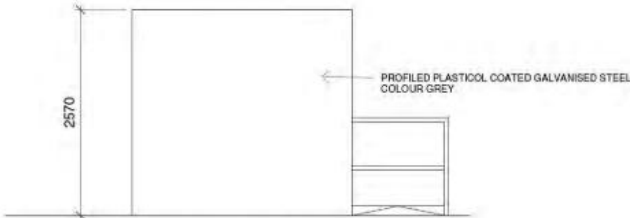
1 - FRONT ELEVATION



2 - SIDE ELEVATION



3 - REAR ELEVATION



4 - SIDE ELEVATION

P3	UPDATED TO SUIT DWD COMMENTS RECEIVED 08.08.20	08.07.20	TO	-
P2	UPDATED TO SUIT DWD COMMENTS	25.06.20	NH	-
P1	FIRST ISSUE	04.06.20	BC	NH
Rev	Description	Date	Dis	Chk

Status

PLANNING

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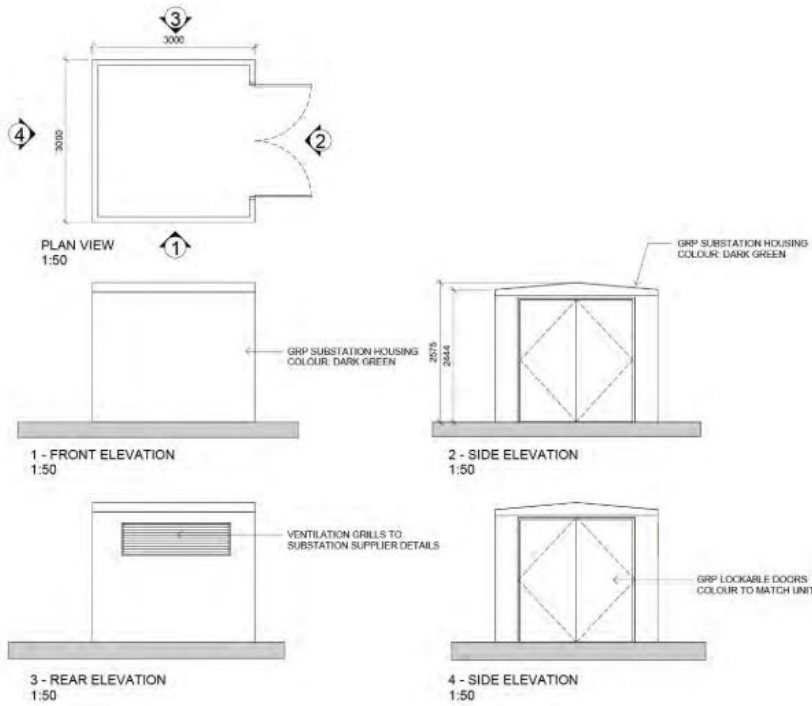
LAND NORTH OF HELLEDSON HALL ROAD, NORWICH

Client

Drawing Title

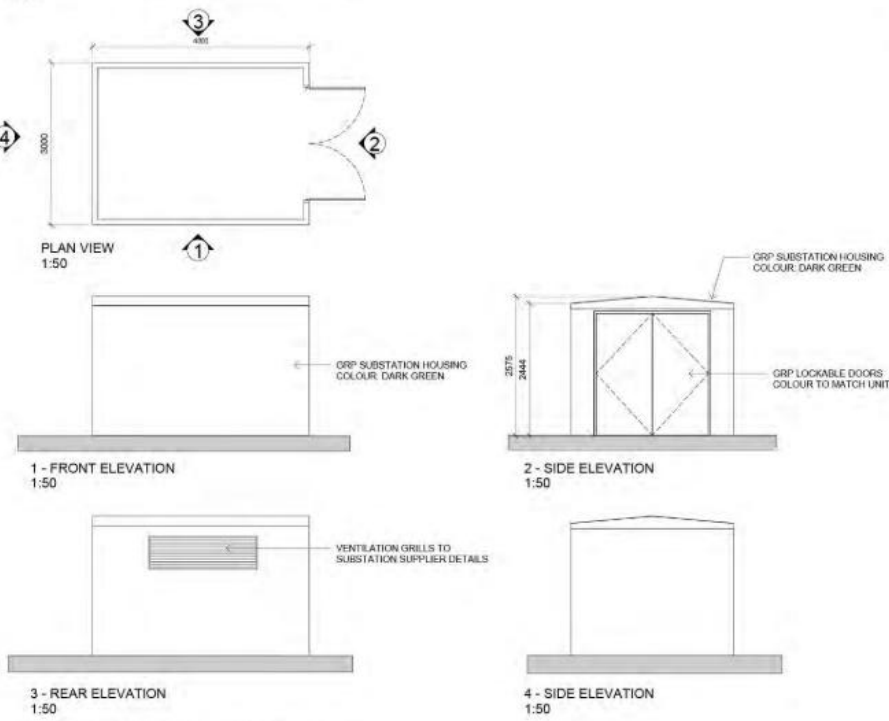
EXTERNAL WELFARE CABIN DETAILS

Proj Ref	Origin	Zone	Level	Type	Role	Num	Status	Re
- 7371 -	SMR	02	ZZ	DR	A	2007	S4	P3
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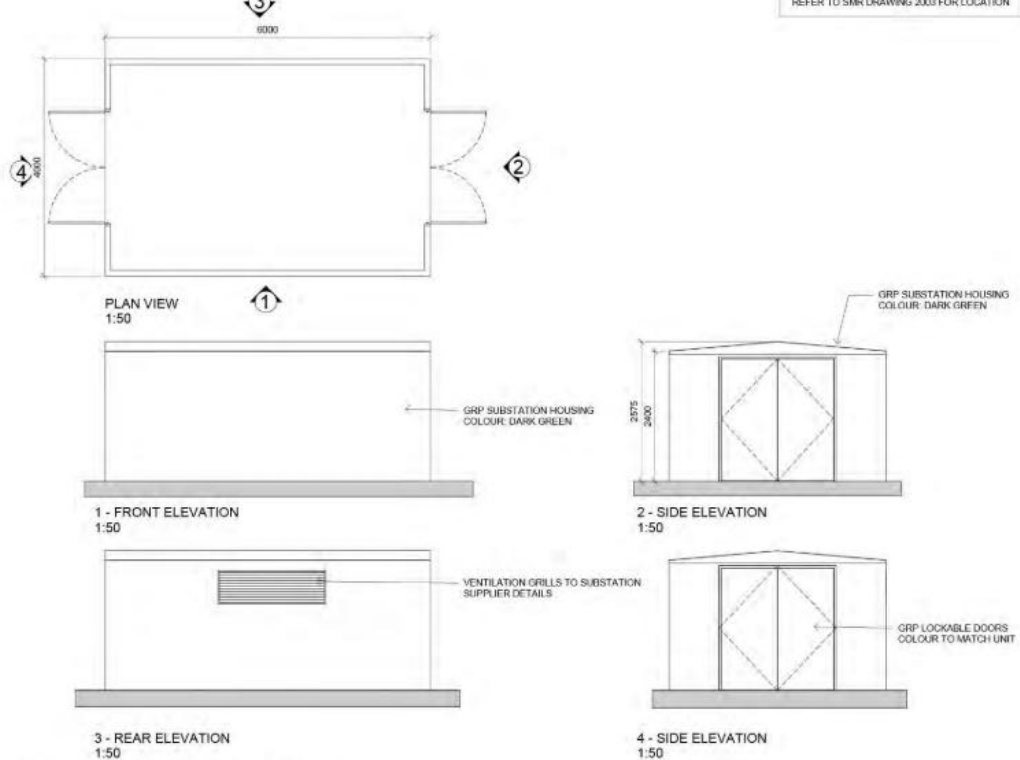
PROPOSED EXTERNAL SUBSTATION

1:50



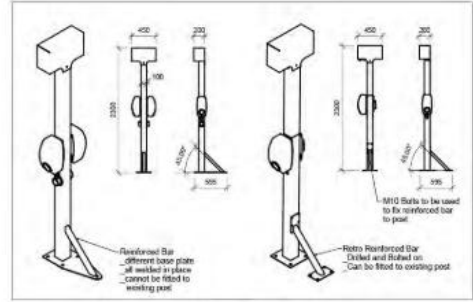
PROPOSED EXTERNAL SUBSTATION

1:50



EXTERNAL SUB STATION DETAIL

1:50



FUTURE CHARGING POST DETAILS

1:50

REFER TO SMR DRAWING 2003 FOR LOCATION

Architects are to be notified of any discrepancies.
Construction must follow all dimensions on site.
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P5	EV CHARGER POST HEIGHT	11.08.20 181
P4	AMENDED FOLLOWING	
P4	COMMENTS FROM CLIENT	
P3	ADDED	
P3	UPDATED TO BUD CHG	08.07.20 191
P3	COMMENTS RECEIVED ON 25	
P2	UPDATED TO BUD CHG	25.06.20 181
P1	COMMENTS	04.05.20 001
P1	PRINT ISSUE	
Rev	Description	Date

Notes

PLANNING

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Project
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Client

Drawing Title

EXTERNAL SUB STATION DETAILS

Proj Ref	Origin	Zone	Level	Type	Scale	Mark	Status	Rev
7371 - SMR	02 - ZZ	DR	A	2009	54	PS		
SMR Proj Ref	Sheet	Scale	Drawn	BC				
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