

**Report to** Planning applications committee

**Item**

11 February 2016

**Report of** Head of planning services

**Subject** Application no 15/01688/F - St Clements Nursing Home, 170 St Clements Hill, Norwich, NR3 4DG

**Reason for referral** Objection

4(c)

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<b>Ward:</b>	Catton Grove
<b>Case officer</b>	Kian Saedi - <a href="mailto:kiansaedi@norwich.gov.uk">kiansaedi@norwich.gov.uk</a>

Development proposal		
Demolition of conservatory and construction of single storey side extension, single storey rear extension and two storey front extension.		
Representations		
Object	Comment	Support
3	0	0

Main issues	Key considerations
1 Principle	Satisfying identified demand for additional dementia care facilities
2 Design	Scale, form, massing and appearance
3 Transport	Car parking, accessibility
4 Amenity	Overshadowing, overbearing, outlook, external amenity space, noise disturbance
<b>Expiry date</b>	Extended to 18 February 2016
<b>Recommendation</b>	<b>Approve subject to conditions</b>



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Planning Application No 15/01688/F

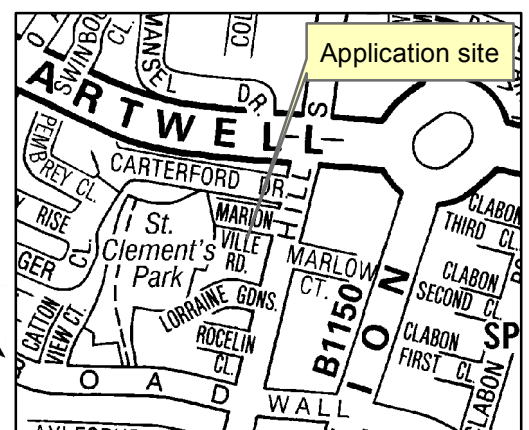
Site Address St Clements Nursing Home  
170 St Clements Hill

Scale 1:1,250



**NORWICH**  
City Council

PLANNING SERVICES



## The site and surroundings

1. The site is located on the west side of St Clements Hill which lies to the north of the city just within the outer ring road. The area is predominantly made up of detached and semi-detached dwellings set back from the road.
2. The property is in use as a nursing home primarily for the care of patients with dementia. The home currently provides 19 bedrooms.

## Constraints

3. Critical drainage area (DM5).

## Relevant planning history

- 4.

Ref	Proposal	Decision	Date
14/00149/F	Erection of two storey rear and side extension to provide communal accommodation, an additional 7 No. bedrooms and reconfiguration of existing bedrooms. Widening of the vehicle access.	REF	27/03/2014
14/01382/F	Erection of single storey rear extension and single storey rear and side extension.	APPR	12/01/2015

## The proposal

5. The proposal is for the demolition of the existing conservatory and replacement with a single-storey side extension to provide a communal room (in accordance with Care Quality Commission (CQC) standards); construction of a single-storey rear extension and two-storey front extension to provide five additional bedrooms, two assisted bathrooms and larger kitchen, store and utility room.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total floor space	<b>Net increase of 220 sq.metres</b>
No. of storeys	<b>Single and two-storey</b>
Max. dimensions	<b>Eaves of two-storey front extension to match existing eave height of 5.1 metres, but ridge height set at 6.6 metres which is approximately one metre below the</b>

	<p><b>height of the ridge height of the main building.</b></p> <p><b>The site slopes down to the west and the single-storey rear extension is raised to account for the change in levels. The height of the extension consequently increases from ~3.5 metres at the eastern end to ~4.2 metres at the western end.</b></p>
<b>Appearance</b>	
<b>Materials</b>	<p><b>Front extension – brick to match existing</b></p> <p><b>Rear extension – brick plinth to match existing, horizontal timber cladding</b></p>

## Representations

6. Adjacent and neighbouring properties have been notified in writing. Three 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.

<b>Issues raised</b>	<b>Response</b>
Out of scale development/footprint too large	Main issue 2
Over dominant/overbearing	Main issue 4
Noise disturbance	Main issue 4
Overlooking/loss of privacy	Main issue 4
Lack of parking	Main issue 3
Loss of trees	It is proposed to plant five trees to replace those to be lost as a result of the proposed development. The species selection and method of planting is considered to be acceptable.

## Consultation responses

7. 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.

## **Highways (local)**

8. No objection on highway grounds to the proposed development. It is recommended that the applicant widen the vehicle access to enable vehicles to enter and leave the site with greater ease.

## **Tree protection officer**

9. The large Walnut tree is to be removed as previously agreed. Do we have a scheme for replacement planting? No objection to the proposed development but the ground protection along the southern side of the site should be extended to ensure the protection of the roots on the boundary.

## **Assessment of planning considerations**

### **Relevant development plan policies**

10. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
  - JCS2 Promoting good design
  - JCS5 The economy
  - JCS6 Access and transportation
  - JCS7 Supporting communities
  - JCS12 The remainder of the Norwich urban area including the fringe parishes
  - JCS20 Implementation
11. **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
  - DM7 Trees and development
  - DM13 Communal development and multiple occupation
  - DM28 Encouraging sustainable travel
  - DM30 Access and highway safety
  - DM31 Car parking and servicing

### **Other material considerations**

12. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
  - NPPF0 Achieving sustainable development
  - NPPF4 Promoting sustainable transport
  - NPPF6 Delivering a wide choice of high quality homes
  - NPPF7 Requiring good design
  - NPPF10 Meeting the challenge of climate change, flooding and coastal change

## **Case Assessment**

13. 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**

14. Key policies and NPPF paragraphs – DM13 and JCS7.
15. The Joint Core strategy for Broadland, Norwich and South Norfolk (2014) forecasts that by 2026 an additional 1,000 specialist dementia care homes and care homes with nursing places addressing various needs will be required and that the majority of these will be required in Norwich. The need for additional care home facilities for dementia care is further identified within policy DM13 of the local plan, which sets out the expansion of dementia care provision as a priority in Norwich.
16. The proposal involves the expansion and modernisation of St Clements Nursing Home, which specialises in care for dementia patients and subject to satisfying other relevant development plan policy objectives, the proposal will accord with DM13 of the *local plan* and policy 7 of the *Joint Core strategy for Broadland, Norwich and South Norfolk*.

### **Main issue 2: Design**

17. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
18. Planning permission has previously been granted for similar development under 14/01382/F although the scheme included for single-storey extensions only. While the current proposal would occupy a fairly substantial footprint on the site, the footprint of the proposed scheme is not significantly different to that approved. The current scheme extends an additional two metres to the rear and incorporates a much larger communal room adjacent to the southern boundary of the site. The current scheme is however set further away from the northern boundary of the site. Whilst the footprint of the development is significant, it is considered that sufficient external amenity space remains for the enjoyment of the occupants of the nursing home and that the proposed works will not amount to an overdevelopment of the site.
19. With the exception of the two-storey element of the development, the scale, form and massing of the proposal does not differ significantly from the approved scheme. The large single-storey extensions are located at the rear of the site and will not affect the appearance of the main building when viewed from St Clements Hill. The two-storey extension is set back from the front building line and features a hipped roof and lower ridge height, enabling it to sit subserviently to the main building. The brickwork, roof tiles and windows for the two-storey extension have also been selected to match the existing. It is therefore considered that the proposal will not harm the appearance of the main building or the character of the surrounding area.

### **Main issue 3: Transport**

20. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
21. Objectors have raised the issue of parking behaviours and an inadequacy of parking facilities associated with the nursing home. It is reported that cars and delivery drivers park upon the grass verge rather than on the road and this despite there being a bollard instructing drivers to resist doing so. The grass verge in question is bare of grass so this would suggest that there is a tendency for cars to park in this manner.
22. The site is not located within a controlled parking zone (CPZ) and vehicle users are free to park on the street. The home itself provides for five parking spaces within the forecourt of the site, which includes one dedicated disabled parking space. Traffic generation associated with care homes is generally very low and this trend is supported by the travel plan which indicates that many staff walk to work or are dropped off by other drivers. As stated within the travel plan however, visitors to the site are primarily friends and relatives of the residents and the home has no control over the number and duration of visits.
23. The parking availability for the site is considered adequate given the availability on-site and in the street. The site is also located within walking distance of regular bus services to the city centre and wider area and the scheme provides for secure and covered cycle-parking.
24. While the incidence of cars parking on the grass verges is regrettable, it is not within the means of the planning process to control the issue and highway measures have already been implemented to discourage such behaviour. However, there may be scope within the management of the nursing home to affect the behaviour of visitors to the site and an informative will be added to the planning consent advising the applicant to endeavour to encourage visitors to the site to contain parked vehicles within the road.
25. In response to the comments made by the council's transport officer, the application proposes to widen the vehicle access to the site to enter and leave the site with greater ease, thus encouraging use of the parking forecourt when spaces are available.

### **Main issue 4: Amenity**

26. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
27. The previous two-storey scheme, refused in March 2014 (14/00149/F), was considered unacceptable in part due to its impact on the amenity of neighbours to the north of the site. Both the previous approval (14/01382/F) and the current proposal have addressed the amenity issues associated with the refused scheme by lowering the height of the rear extension to single-storey. The current proposal has also been set further away from the northern boundary of the site than the previous approval. A shadow impact assessment is included in the application and shows that the increase in overshadowing to neighbouring properties will not be significant.

28. Such is the single-storey scale of the rear extension and separation from the northern boundary that the scheme will not result in any harm from a sense of overbearing to the occupants of either 172 St Clements Hill or 1b Marionville Road, or a loss of outlook from the south facing bedroom windows of 1b Marionville Road.
29. The application site is elevated from the neighbouring site to the north and in order to prevent overlooking from bedrooms '6-8' to number 1b Marionville Road, a combination of obscure glazed windows and bay windows angled away from the neighbouring property are proposed. Cumulatively these serve to provide occupants of the nursing home with adequate daylighting and outlook whilst preventing any loss of privacy to the neighbouring occupants.
30. Five bedrooms are proposed to the south of the development which would face towards 168 St Clements Hill. The boundary between the application site and number 168 currently features trees and thick vegetation, which spans across both sites. While it is proposed to cut back some of the vegetation to provide replacement lawn for that to be lost by the development, much of the vegetation is to be retained and a couple of trees are also to be planted adjacent to the boundary to replace the trees that are to be removed to facilitate the development. Any overlooking would also be onto the driveway and parking forecourt of the neighbouring property as opposed to directly onto a main habitable room or garden space.
31. Given the distance between the proposed development and neighbouring property, the boundary vegetation/new tree planting and the fact that the two sites are separated by the neighbour's driveway and parking forecourt, the opportunity for overlooking onto 168 St Clements is not considered to be significant.
32. Although the proposals involve a reduction in the garden space available to the residents of the nursing home, it is considered that sufficient area will remain for the enjoyment of residents. The landscaping works and creation of the external terrace will compensate for the loss of some of the existing turfed area to be lost by the development. A condition will be added to ensure that the landscaping works indicated within the submitted plans are carried out.
33. Any noise and disturbance created by the care home is unlikely to increase significantly as a result of the extensions. A condition will be added requiring considerate times of construction to limit the harm to neighbouring amenities.

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

34. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Cycle storage	DM31	<b>Yes</b>
Car parking provision	DM31	<b>Yes</b>
Refuse	DM31	<b>Yes</b>

Requirement	Relevant policy	Compliance
Storage/servicing		
Sustainable urban drainage	DM3/5	<b>Yes subject to condition</b>
Trees	DM7	<b>Yes subject to condition. Several trees will be removed to facilitate the development and it is proposed to replace them with five ornamental trees. The replacement planting is considered to be acceptable and planning permission will be conditioned for full compliance with the scheme of replacement and AIA/AMS</b>

### **Equalities and diversity issues**

35. There are no significant equality or diversity issues.

### **Local finance considerations**

36. 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.
37. 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.
38. In this case local finance considerations are not considered to be material to the case.

### **Conclusion**

39. The proposal would contribute to an identified need for additional dementia care provision in accordance with JCS7 and the supporting text of DM13 of the *local plan*. The proposed development has been carefully designed to avoid any significant harm to the residential amenities of the surrounding area and the transport matters are considered to be acceptable in this case.
40. Subject to conditions 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. 15/01688/F - St Clements Nursing Home, 170 St Clements Hill, Norwich, NR3 4DG and grant planning permission, subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. With the exception of any site clearance works, archaeological work, tree protection works and ground investigations, no development shall take place until a detailed scheme to manage surface water run-off has been submitted to and agreed in writing with the local planning authority. The scheme shall identify the net change in impermeable surfacing at the site which is the subject of this permission and provide details of measures to mitigate any increase in surface water run-off. These details shall include an assessment of the potential for disposing of surface water by means of a sustainable drainage system. If the assessment demonstrates that a sustainable drainage scheme is feasible, the submitted details shall:
  - (a) provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and surface waters;
  - (b) include a timetable for its implementation; and
  - (c) provide a management and maintenance plan for the lifetime of the development, which shall include the arrangements for adoption by any public authority or statutory undertaker; or
  - (d) identify a private organisation or company that will be utilised to manage and maintain the facilities and include details of ownership and organisational structure, and its source of funds; and
  - (e) any organisation or company agreed in d) above shall produce a report annually by 31st March for the previous calendar year identifying the state of the SuDS features, the maintenance undertaken, the anticipated maintenance in the following 12 months, the anticipated long term maintenance over the following 10 years, the amount spent over the previous 12 months, the anticipated expenditure over the next 12 months and 10 years and the balance of monies available for maintenance at the end of the calendar year and the proposed charges and income for the next year. The report shall be made available to all owners of properties on the site and be available on demand to the local planning authority within 14 days of any such request. If the content of the document is not considered to be acceptably managing the long term maintenance adequately a further revised report shall be submitted and agreed with the local planning authority within 2 months of its request.The surface water drainage scheme shall be implemented in full accordance with the agreed details and timetable. Following the implementation of the surface water drainage works, the drainage systems shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.
4. Operations on site shall take place in complete accordance with the approved Arboricultural Impact Assessment (AIA), Tree Protection Plan (TPP), Arboricultural Method Statement (AMS) and 'Memorandum: 1782 St Clements Hill – 15/01688/F Replacement Tree Planting'. No other operations shall commence on site in connection with the hereby-approved development until the tree protection works and any pre-emptive tree works required by the approved AIA or AMS have been

carried out and all tree protection barriers are in place as indicated on the Tree Protection Plan included within Appendix 4 of the approved AIA. The approved protective fencing shall be retained in a good and effective condition for the duration of the development and shall not be moved or removed, temporarily or otherwise, until all site works have been completed and all equipment, machinery and surplus materials removed from the site, unless the prior written approval of the local planning authority has first been sought and obtained.

5. The north facing 'oriel' windows pertaining to 'bed 6', 'bed 7' and 'bed 8' and south facing 'assisted bathroom' window shall be obscure glazed to a specification of not less than the equivalent of classification 5 of Pilkington Glass and shall be retained as such thereafter.
6. The approved Travel Plan shall be implemented in accordance with any actions, timetables or targets contained therein and shall continue to be implemented as long as any part of the development is occupied and used for a purpose in accordance with this permission, subject to approved modifications as agreed by the Local Planning Authority;
7. All hard and soft landscaping works shall be carried out in accordance with the details as specified on this decision, including those detailed on the approved 'proposed site plan' (ref. 003, Rev P02) and the landscaped areas of the site shall be made available for the enjoyment of residents of the development hereby permitted. All hard and soft landscaping works shall thereafter be retained as such. No occupation of any part of the development shall take place until all landscaping works detailed within the approved plans have been carried out.
8. No demolition or construction activities shall be carried out at the application premises without express consent from the local planning authority outside of the following hours:
  - -before 07:00 hours and after 18:00 hours Mondays - Fridays;
  - -before 08:00 hours and after 17:00 hours on Saturdays; and
  - -not at all on Sundays or Public Holidays.

#### **Informatives:**

1. The applicant is advised to encourage visitor's and members of staff to contain parked vehicles to the road and to not encroach upon the grass verge;
2. For further advice on the creation of vehicle crossovers please see below:

Technical specification

<http://www.norwich.gov.uk/TransportAndStreets/RoadsAndPavements/Pages/DroppedKerbs.aspx>

Contact Ken Willis (Senior technical officer for highway adoption)

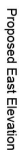
Ken.Willis@norwich.gov.uk Tel 01603 21 2052 . (Tuesdays to Friday)

#### **Article 35(2) statement:**

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



Proposed North Elevation



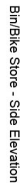
### Proposed East Elevation



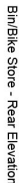
### Proposed South Elevation



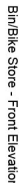
Proposed West Elevation



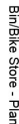
**Bin/Bike Store - Side Elevation**



**Bin/Bike Store - Rear Elevation**



Bin/Bike Store - Front Elevation



Bin/Bike Store - Plan

RED - DEMOLISHED OR REMOVED  
BLUE - PROPOSED

- EXISTING RETAINED
- DEMOLISHED OR REMOVED
- PROPOSED

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**For more information:**

FELICIA + MAWSON

21-27 Lamb's Conduit Street London WC1N 3NL	Int 020 7341 1988
1 Ferry Road Norwich NR1 1SU	Int 01603 62507

60 St Andrews Street Cambridge CB2 3AH  
email: info@bubblersinformation.com  
www.bubblersinfo.com

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North. South. East and West Elevation

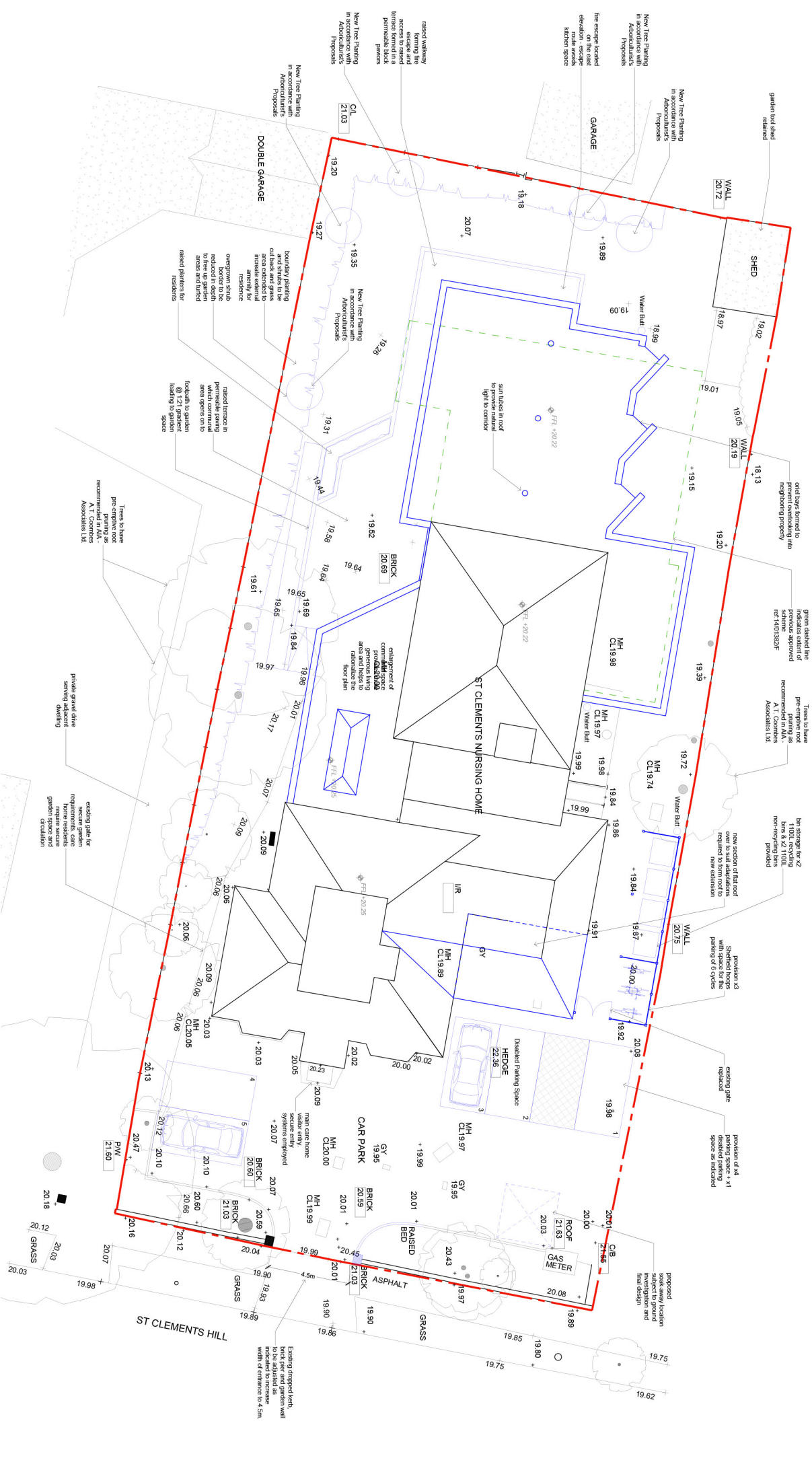
as Proposed

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dwelling as  
approved  
1207/2323/NMA



REVISIONS

NO.	DATE	BY	REVISION
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NOTES

EXISTING RETAINED

PROPOSED CHANGED

CLIENT

Kingfield Healthcare Ltd

170 St Clements Hill

Norwich NR3 4DG

PROJ. NO.

7990

DATE

15/05/2023

SCALE

1:1000

PLANNING

170 St Clements Hill

Norwich NR3 4DG

CLIENT

Kingfield Healthcare Ltd

170 St Clements Hill

Norwich NR3 4DG

PROJ. NO.

7990

DATE

15/05/2023

SCALE

1:1000

PLANNING

170 St Clements Hill

Norwich NR3 4DG

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