

Report to Planning applications committee
Date 6 March 2014
Report of Head of planning services
Subject 13/02031/RM Three Score Site Land South Of Clover Hill
Road Norwich

Item
4(4)

SUMMARY

Description:	Reserved matters of appearance, landscaping, layout and scale for part of permission 12/00703/O for the erection of a care village comprising 80 apartment dementia care and 92 flat housing with care schemes, provision of associated landscaping, car parking, open space and infrastructure.
Reason for consideration at Committee:	Objection and Council owned site
Recommendation:	Approve subject to conditions
Ward:	Bowthorpe
Contact Officer:	Mark Brown Planning Team Leader 01603 212505
Valid Date:	13th December 2013
Applicant:	Norse Care
Agent:	NPS Property Consultants Ltd

INTRODUCTION

The Site & Background

1. Outline planning consent was granted in July 2013 for redevelopment of the Three Score site at Bowthorpe with up to 1000 homes, including affordable housing, care home, a new village centre including at least one local shop, public open space and associated roads and infrastructure. The consent was granted following the completion of a legal agreement and the resolution of planning applications committee to approve the application on 14 March 2013. The committee report and minutes of that meeting are available at the link below: <http://www.norwich.gov.uk/CommitteeMeetings>
2. The site is predominantly uncultivated grass land and forms the last area of undeveloped land within Bowthorpe as it was initially envisaged in the 1970's. A full description of the site and its constraints along with a planning history is given within the committee report for the outline application. These have not materially changed since that report was written.
3. The redevelopment of the site will come forward in a number of phases and each phase will require reserved matters consent. This application relates to the first phase and is proposed to be a care facility located to the northeast of the site to the north of the plantation tree belt.

Equality and Diversity Issues

4. There are no significant equality or diversity issues relating to the matters to be agreed. It should be noted that whilst the intended use is for a specific age of occupier, there is nothing to prevent a different demographic of occupier for the flats or the care home.

The Proposal

5. The proposals is for an 80 apartment dementia care and 92 flat housing with care scheme to the northeast of the site occupying block 5 and part of block 4 within the block layout approved at outline stage.
6. The scheme is arranged around a central 'village square' with the main entrance area which includes a reception, small hairdressers, shop, day care suite and open plan café dining area with a lounge, back of house facilities and offices. To the south of this village square is the dementia care element arranged in a perimeter block with a central secure garden. The dementia care elements consist of en-suite rooms with shared lounge and dinning areas.
7. The housing with care elements run along the northern boundary of the block in two wings one to the west of the central access area and the other to the northeast. These benefit from a south facing aspect facing towards the tree belt in the centre of the wider site. The housing with care consists of individual 1 and 2 bed flats although there are some small communal areas.
8. The dementia care block is 2 storeys in height and the housing with care is 3 storeys in height with the exception of a small section to the northeast which is 2 storey flat roof terrace. The village square is single storey. Although the topography of the plot falls steeply to the south the finished floor levels remain the same throughout the site for ease and practicality. The does result in effectively retaining lower ground floors to the south of the dementia care and western housing with care blocks which will be visible from the footpaths to the south.
9. A central community green space is located in front of the entrance which would provide an area of public open space and a focal point for the surrounding blocks. The roads around this are proposed to be a shared surface to promote pedestrian and cycle priority. The route to the north of the green space being the main route past the site to future development blocks and the route to the south being predominantly for access to the care facility with car parking and cycle parking in front of the entrance.
10. Vehicular access to the site will be from the spine road which runs through the site to the west. The spine road has full consent granted at outline stage and is not being considered here. There will be a temporary construction access for the development from Clover Hill Road utilising an existing bell mouth. This is proposed to be turned into a cycle/pedestrian only access to the site following construction and until such time as the adjacent block area redevelopment.
11. Further lay-by parking is proposed in front of the northeast housing with care block with private parking areas to the northeast and to the east of the dementia care block. This car park also provides the main servicing point for the scheme and is

also where bin storage is located. To the south and east of the development a cycle and pedestrian footpath is also being provided, this will ultimately link up with a network of such routes around the wider Three Score development site.

12. Large areas of private landscaping are proposed to the south of the main development. There are three areas (in addition to the secure garden and public community green space mentioned earlier) a 'woodland pasture' to the southwest which includes the majority of the sites surface water drainage infrastructure and is also intended to be more rural in character retaining the existing attributes of the site, a 'housing with care communal garden' to the centre of the site which is more of a usable amenity space for residents and a 'housing with care wildlife garden' to the northeast corner which falls somewhere between the previous two in terms of usability for residents and its biodiversity value.
13. There is also a strip of land between the cycle/pedestrian path to the west and south of the site and the woodland beyond which is included in the landscaping of the scheme and is to be managed to retain its rural character.

Representations Received

14. Advertised on site and in the press. Contributors to the outline application have been notified and 6 site notices were erected around the site. Two letters of objection have been received one from a nearby resident and ecologist and the other from buglife the objections cite the issues as summarised in the table below.

Issues Raised	Response
Raise concern that the impact on invertebrates has been inadequately assessed to date.	See paragraphs 53-68
Concern that 90% interest for invertebrates on site will be lost and the current mitigation will not compensate for this at all.	See paragraph 55
There is limited alternative habitat nearby for invertebrates.	See paragraphs 55, 56, 57, 59, 62 and 64.
Recommend an invertebrate survey is undertaken for the whole site, the site is potentially of very high value and subdivision distorts the true value of the site and does not provide a true assessment of impacts.	See paragraphs 56 and 57
The invertebrate survey undertaken provides a snapshot in time and will have missed many of the species that are active in either early or late summer.	See paragraphs 56 and 57
The invertebrate surveys show a rich assemblage of species with 10% of recorded species being of conservation concern.	See paragraph 55
The landscaping proposals do not offer meaningful habitat, however the ecology report has good recommendations which	See paragraphs 57 – 61

need to be fully incorporated into the proposals.	
Incorporating the ecology survey recommendations across the site will provide some invertebrate focused habitat but the site will no longer be able to support its current levels of invertebrate diversity.	See paragraphs 57 - 68
Offsite compensation options should be reviewed and the contributions could be made to the Norfolk Biodiversity Offsetting Pilot. Compensatory habitat of considerable value with long term management is needed to mitigate the proposals.	See paragraphs 62 – 64
Concern over the consultation arrangements for the application.	See paragraph 80

Consultation Responses

15. Anglia Water – no response

16. CPRE – no response

17. Colney Parish Council – no response

18. English Heritage – the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

19. Environment Agency – advise that there is insufficient information to agree the surface water drainage scheme at this stage.

20. Environmental Health – no comments

21. Fire officer – no response

22. Local highway authority – no response

23. Natural England – the proposals is unlikely to affect any statutorily protected sites or landscapes. In terms of protected species they refer to their standing advice. The authority should ensure it has sufficient information to understand the impact of the development on any nearby local nature reserve or local wildlife site. Their response promotes securing biodiversity enhancements as part of the development and makes general comments about enhancing landscapes.

24. NHS Norfolk – no response

25. Norfolk County Planning Obligations – no response

26. Norfolk Constabulary – confirm that the applications have had pre-application discussions with the constabulary and wish to achieve secure by design accreditation, they make comments in the main entrance access control, the need for external security lighting and 24 hour internal lighting of communal areas.

27. Norfolk Historic Environment Service – no response

28. Norfolk Wildlife Trust – note the submission of ecology reports and the associated mitigation measures recommended and that the mitigation measures for invertebrates in the original environmental statement were inappropriate. They recommend the mitigation measures in the most recent ecology report be conditioned and that a conservation land management plan should also form a condition of any consent.

29. Norwich CCG – no response

30. South Norfolk Council – no response

31. UK Power Ltd – no response

32. Yare Valley Society – no response

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework:

- Presumption in Favour of Sustainable Development
- Ensuring the Vitality of Town Centres
- Promoting Sustainable Transport
- Delivering a Wide Choice of Quality Homes
- Requiring Good Design
- Promoting Healthy Communities
- Meeting the Challenge of Climate Change, Flooding and Coastal Change
- Conserving and Enhancing the Natural Environment
- Conserving and Enhancing the Historic Environment
- Facilitating the Sustainable Use of Minerals

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

- Policy 1: Addressing climate change and protecting environmental assets
- Policy 2: Promoting good design
- Policy 3: Energy and water
- Policy 4: Housing delivery
- Policy 6: Access and transportation
- Policy 7: Supporting communities
- Policy 9: Strategy for growth in the Norwich Policy Area
- Policy 12: The remainder of the Norwich urban area, including the fringe parishes
- Policy 19: The hierarchy of centres
- Policy 20: Implementation

Relevant policies of the adopted Norfolk Minerals and Waste Core Strategy and Minerals and Waste Development Management Policies Development Plan Document 2011

- CS16 - Safeguarding mineral and waste sites and mineral resources

Relevant saved policies of the adopted City of Norwich Replacement Local Plan

2004

- NE1 Protection of environmental assets from inappropriate development
- NE2 Woodland protection
- NE4 Street trees to be provided by developers
- NE7 Protection of locally designated sites of nature conservation interest
- NE8 Management of features of wildlife importance and biodiversity
- NE9 Comprehensive landscaping scheme and tree planting
- HBE4 Other locations of archaeological interest
- HBE8 Development in Conservation Areas
- HBE9 Listed Buildings and development affecting them
- HBE12 High quality of design, with special attention to height, scale, massing and form of development
- EP1 Contaminated land and former landfill sites – evaluation and treatment prior to permission
- EP5 Air pollution emissions and sensitive uses
- EP16 Water conservation and sustainable drainage systems
- EP17 Protection of watercourses from pollution from stored materials, roads and car parks
- EP18 High standard of energy efficiency for new development
- EP20 Sustainable use of materials
- EP22 High standard of amenity for residential occupiers
- SHO3 Locational conditions for new retail development – sequential test
- HOU5 Accessibility for wheelchair users
- HOU6 Contribution to community needs and facilities by housing developers
- HOU8 Committed housing development sites
- SR1 Minimum standards for provision of open space
- SR2 Provision within each sector of the City
- SR4 Provision of open space to serve new development
- SR5 Allocation of specific areas for open space
- SR7 Provision of children's equipped playspace to serve development
- SR10 Bowthorpe Southern Park and Bawburgh/Colney Lakes areas
- SR11 Riverside Walks – agreement with developers to provide/maintain
- SR12 Green Links network, including provision by developers
- TRA3 Modal shift measures in support of NATS
- TRA5 Approach to design for vehicle movement and special needs
- TRA6 Parking standards – maxima
- TRA7 Cycle parking standard
- TRA8 Servicing provision
- TRA10 Contribution by developers to works required for access to the site
- TRA11 Contributions for transport improvements in wider area
- TRA12 Travel Plans
- TRA14 Enhancement of the pedestrian environment and safe pedestrian routes
- TRA15 Cycle network and facilities
- TRA16 Public transport measures to increase efficiency and attractiveness

All policies in the adopted local plan have been assessed for their compliance with the NPPF. In terms of this application none of the relevant policies have been deleted as a result of this process.

Policies HBE4, HBE9 and EP5 have been assessed as partially compliant with the

NPPF. In relation to HBE4 the policy does not have NPPF paragraph 132 caveat that in exceptional circumstance development that does not meet the normal archaeological requirements may be permitted. With HBE9 the NPPF sets a stronger requirement in relation to listed buildings in a poor state of repair and with EP5 the focus of policy EP5 is on mitigating the impact of pollution-causing development and does not fully take into account the impacts of locating other forms of development close to existing sources of air pollution. None of these matters are considered to have any material impact on the assessment of the application in question.

All other adopted local plan policies used in the assessment are considered to be consistent with the NPPF.

Emerging policies of the forthcoming new Local Plan (submission document for examination, April 2013)

Site Allocations Development Plan Document – Pre-submission policies (April 2013) –

- R41: Three Score, Bowthorpe

Development Management Policies Development Plan Document – Pre-submission policies (April 2013).

- DM1 Achieving and delivering sustainable development
- * DM2 Ensuring satisfactory living and working conditions
- * DM3 Delivering high quality design
- DM4 Providing for renewable and low carbon energy
- * DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- * DM8 Planning effectively for open space and recreation
- DM9 Safeguarding Norwich's heritage
- * DM11 Protecting against environmental hazards
- * DM12 Ensuring well-planned housing development
- * DM15 Safeguarding the city's housing stock
- * 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

* These policies are currently subject to specific objections or issues being raised at pre-submission stage which could be relevant to this application and so only minimal weight has been applied in its content. However, the main objectives of ensuring appropriate design, protecting amenity and ensuring safe passage around and within a development and prioritising pedestrian and cycle passage remains in place through Local Plan policies HBE12, TRA3, TRA5 and TRA8.

Supplementary Planning Documents and Guidance

- Energy Efficiency and Renewable Energy SPD Adopted 2006
- Green Links and Riverside Walks SPD Adopted 2006
- Trees and Development SPD Adopted 2007
- Accessible and Special Needs Housing SPD Adopted 2006

Other Material Considerations

- The Localism Act 2011 – S143 Local Finance Considerations

Procedural Matters Relating to the Development Plan and the NPPF

The Joint Core Strategy and Replacement Local Plan (RLP) have been adopted since the introduction of the Planning and Compulsory Purchase Act in 2004. With regard to paragraphs 211 and 215-216 of the National Planning Policy Framework (NPPF), both sets of policies have been subjected to a test of compliance with the NPPF. The 2011 JCS policies are considered compliant, but some of the 2004 RLP policies are considered to be only partially compliant with the NPPF, and as such those particular policies are given lesser weight in the assessment of this application. The Council has also reached submission stage of the emerging new Local Plan policies, and considers most of these to be wholly consistent with the NPPF. Where discrepancies or inconsistent policies relate to this application they are identified and discussed within the report; varying degrees of weight are apportioned as appropriate.

Principle of Development

33. The principle of the wider redevelopment including the provision of a care facility has been approved at outline stage via reference 12/00703/O. There is a need for reserved matters to be broadly in accordance with the parameters agreed at outline stage.
34. The main difference between the proposals and the masterplan is the relocated of the route between block 4 and 5 (see plan appended to this report) which has the effect of making block 5 larger and block 4 smaller. This is considered to remain broadly in accordance with the outline parameters, and importantly retains a route down to the eastern end of the tree belt and the open space (OS2 referred) to the north of the block.
35. The outline parameters approved a care facility on the site and identified to be located in block 5. In terms of the proposed use class the 80 bed dementia care element and associated village square are considered to fall under use class C2 (residential institutions) whereas the 92 flat housing with care scheme is considered to fall under use class C3 (dwellings) as they are effectively self contained flats in blocks and could be in theory be operated independently of the facilities in the village square and dementia scheme. The 92 flats would therefore contribute to C3 housing supply.
36. A small shop and hairdressers are included within the village square, whilst this was not envisaged within the outline parameters they are extremely small 18.5m² and 30m² respectively. They are primarily intended to serve the care facility and visitors to it and given their small size can be considered to be ancillary to the C2 use. The café and dinning areas are also considered to be ancillary to the C2 use.
37. The reserved matters have been screened under the EIA regulations as a subsequent application within the terms of the regulations (being subsequent to the approved outline consent which was subject to an environmental statement). The likely environmental effects of the subsequent application were considered as was the environmental information already before us and it was not considered necessary to request a further environmental statement for this application.

Layout & Scale

38. The layout and scale of the development is described under the proposal section above. The layout preserves the spirit of the master plan in terms of key routes around the site and linkages between green spaces. The layout makes the most of the south facing aspect whilst providing a defined frontage to the estate roads to the north. The entrance is located adjacent to the green space which provides a hub of activity adjacent to this area. The layout also largely retains a more rural character for the area to the southern and eastern boundaries adjacent to the woodland.
39. In terms of scale the dementia care block is two storeys in height, it comes closer to the south-western side of the block, although is still well separated from the tree belt. Given the topography of the site it will be raised above ground level and appear more like a three storey block from the footpath to the south of the site. Although this is considered to be acceptable in principle. The housing with care elements are three storeys and the height is again considered to be acceptable. The housing with care elements will appear as large blocks from the northern frontage although effort has been made to break up this mass.
40. Views of this phase of the development will be limited from the south due to the tree belt. There is an existing break in the tree belt where power lines run. When the spine road is provided a new opening is to be made in the tree belt and the power cables will be placed underground and the existing opening replanted. Therefore in the short term there may be limited views of this phase from the Yare Valley to the south, however in the long term it will be fully screened by the tree belt. Generally views of this phase will be extremely limited from outside the wider site and are likely to be limited to glimpses from breaks in the bunding adjacent to Clover Hill Road. The scale of the proposals is considered to be acceptable.

External Appearance

41. The housing with care scheme, with the exception of a small two storey flat roof element to the northeast takes a three storey pitched roof form with more contemporary details, finished in render with recessed balconies and some vertical emphasis and rhythm provided by downpipes and hoppers. The two storey element is to be finished in brickwork as is the dementia care scheme which is also flat roof. The dementia care block does not have external balconies, however the mass is broken up by small recesses in the elevations providing small corner windows to each room. This should have the effect of maximising the views to the tree belt to the south. Large two storey glazed openings are provided to the living areas to the southern corner and southwest elevation, again this helps to break up the elevation and maximise views to the south.
42. The main entrance is single storey and glazed with a projecting canopy. The approach to elevational treatment has evolved during the pre-application process and is now considered to balance the need for a practical footprint whilst avoiding a bland institutional appearance.
43. The materials and finishes will be key to the quality of the final product and therefore it is suggested that finer details and materials be subject to condition.

Landscaping

44. The landscaping of the site can be divided up into six distinct areas which provide different functions, these being the community garden and the hard landscaping around the frontage of the development; the housing with care communal garden; the housing with care wildlife garden and neighbouring parking areas; the secluded garden; the woodland pasture and finally a buffer to the south and east between the private boundary of the scheme and the woodland beyond. Each area serves a different function and is described and assessed in more detail below.
45. The community garden forms a public space to the frontage of the development and creates a focal point for the surrounding blocks. The area is to retain the existing grassland nature of the site using the existing topsoil to retain its seed bank albeit with new ornamental tree planting around its boundaries. Benches are provided to all some recreational use. The roads and pathways around this space are to be a raised home zone area differentiated with block paving. The exact details of materials, kerb details and measures to prevent vehicles encroaching on the green space would need to be agreed via condition.
46. The housing with care communal garden, provides a functional amenity space in the centre of the development, the area is secure in the centre of the site and is predominantly to be laid to lawn. The details for this area are considered to be acceptable.
47. The housing with care wildlife garden is located around the eastern end of the development and forms the edge of the site. Following negotiations it is to be defined by a 1.2m high boundary vertical bar fence with a ditch along its perimeter to imitate a typical rural estate feature but also provide added security whilst avoiding this part of the development appearing too institutional and defensive. The edges are to be planted with a mixture of ornamental and native species and in the northeast corner is a swale for surface water drainage. Some areas are to be restored by replacing existing topsoil to retain the seed bank and provide mitigation for invertebrates as detailed in the ecology sections below. The area includes two car parking areas linked by an access road where kerb details or other boundary treatments will need to be agreed to ensure cars do not encroach on the green space.
48. The secluded garden is located in the centre of the dementia care block and would therefore be hidden from public view. It forms a secure formal open space for use by dementia care residents.
49. The woodland pasture is located to the southwest corner of the site and incorporates the majority of the surface water drainage infrastructure. It is to be more rural in character, retaining existing topsoil in the centre with new planting around its edges and where necessary around the infiltration and balancing ponds. It will provide for informal accompanied recreation. The area is to be enclosed by a 1.8m high vertical bar fence and whilst this is considered to be relatively defensive given its height it is acknowledged that there is at least need for perceptive security of the area for residents and it will at least allow views through to the open space beyond. The treatment will also allow access for small mammals. The exact elevation detail of this fence will be vitally important to get

right. It will need to balance security requirements whilst not appearing to suburban given the location adjacent to the woodland.

50. The woodland buffer forms an area between the private confines of the site and the tree belt to the south and Bunkers Hill Wood to the east. A shared pedestrian and cycle path runs along this part of the site just beyond the fencing of the site separated by a short mown strip to prevent shrubs overhanging the pathway in the future. To the south and east of the cycle path the existing vegetation is to be retained. This is to assist in retaining the existing seedbank for invertebrate mitigation. The management of the area will be agreed via a condition on the outline consent but will need to take account of the overhead power lines which run down this western boundary of the site.
51. Limited details of external lighting have been provided with the application. Condition 19 of the outline planning consent requires details of lighting of public spaces. There will also need to be a condition on this consent for details of private areas as well given their relationship with the woodland to the south and east. Lighting for security and safety will need to be carefully balanced against the ecological implications to avoid excessive lighting to south and east boundaries which are used as bat foraging corridors and also the woodland pasture, wildlife garden and community garden to avoid impact on invertebrates. Lighting in these areas may need to be fitted with UV shielding to minimise the impact on invertebrates.
52. In sum the soft landscaping details submitted are considered to be acceptable, and in terms of hard surfacing and boundary treatments, the principles outlined are acceptable subject to further specific details.

Ecology

53. The concerns raised by both objectors to the scheme raise concern over the impact on invertebrates. At outline stage it was acknowledged that the proposals would result in habitat loss for invertebrates and considered the impact on the ecology of the site in general it was acknowledged that even after mitigation and enhancement the impact would be minor negative. This was balanced against the need to provide housing and ultimately the development was approved.
54. The outline consent required further ecology surveys to be submitted with reserved matters applications for each phase to ensure that information was up to date and to influence further mitigation measures which could be secured at reserved matters stage based on the information within those additional surveys.
55. An ecology assessment and specific invertebrate assessment has been submitted with the reserved matters application. In addition a further ecology assessment and invertebrate survey relating to the southern third of the wider Three Score site is in the public domain. Both surveys were undertaken in 2013 and show similar results. They identify that the site is important for its dry open flower rich grassland habitats which support important open habitat invertebrate assemblages which are in favourable condition. This includes a number of species of conservation concern. The survey to the southern third of the Three Score site identified the fauna of regional and national significance, the report of the ecology consultancy relating to the application site being considered for this phase

suggests that the assemblages may be considered to be of national importance although suggests this may be an overestimate and is considered to be of County/Regional value. Specifically for the area surveyed for this reserved matters application 115 species were identified of which 13 are of conservation concern, the report acknowledges that surveys earlier in the year would likely have identified further species of conservation concern.

56. The surveys conducted to date do not cover the entire development site granted at outline stage, circa 45% of the site has been subject to an invertebrate survey to date. There is no requirement under the outline consent to undertake a full site survey. Nevertheless it must be acknowledged that a whole site survey is best practice and is the only way of painting a full picture of species richness. It can reasonably be assumed that a full site survey and a survey during the spring (the above surveys were undertaken later in the season) would identify further species of conservation value and confirm the sites importance.
57. It is considered that the surveys which have been undertaken one to the south and the other to the north of the site, give a fair picture of the habitat which is fairly consistent over the remaining parts of the site and it is not considered that a full site survey is likely to significantly influence the mitigation measures which are available and which could be reasonably secured under this reserved matters application.
58. At this stage it is considered that appropriate landscaping and landscape management is the most appropriate form of mitigation available. The ecology consultancy report offers a number of recommendations in terms of mitigation via landscaping proposals and these are acknowledged by one of the objections as needing to be implemented. Through discussion the landscaping and management proposals have been amended to incorporate these recommendations and a supplementary report by the ecology consultancy has confirmed that the revised proposals incorporate the concepts of the mitigation proposals necessary to help to support the invertebrate species identified.
59. In particular a key requirement of the revised landscaping proposals is to maintain excavated topsoil in a condition which retains the seedbank, so that it can be re-used on parts of the development site. A methodology for this is provided within the supplementary report and it is recommended that this methodology be a condition of any consent. It is also relevant to note that the wider development is to be phased over a considerably period of time and therefore it will be possible for the re-colonisation of this first phase by the assemblages in question. In addition some areas of grassland are indicated for protection during construction operations and a detailed method statement for the protection of these areas should form a condition of any consent.
60. Such an approach to landscaping can clearly be phased out across the rest of the site, which includes large areas of open space, although it is acknowledged that this will not fully mitigate the impact of the wider redevelopment, which will have the effect of removing much of the habitat and potentially will destroy the integrity of the site as a whole providing habitat for invertebrates.
61. Norfolk Wildlife Trust has suggested a conservation management plan for the site. This could identify the broad goals for landscape management of the site to aid habitat creation for invertebrates, identify the management needed to achieve this

and provide for monitoring. This would stand alongside the landscape management plan but provide direct input from a suitable ecologist. This has also been recommended as part of the ecology consultancies reports. In the circumstances such mitigation is considered appropriate and necessary.

62. Off-site mitigation has been suggested to overcome the loss of habitat for invertebrates. Off-site biodiversity mitigation did form part of the outline planning application albeit the specific mitigation suggested at that stage was not aimed at invertebrates. These off site improvements were secured via financial contributions under the S106 agreement being the sums of £57,000 towards Bunkers Hill Wood, £66,500 towards Earlham and Bowthorpe Marshes and £93,500 towards Bowthorpe Historic Park (there was also a Yare Valley contribution although this would not support biodiversity enhancements as it was secured for the purposes of improving recreation pathways). On receipt of the funds the landscape enhancement schemes would be designed in detail and at this stage it is considered that officers can endeavour to seek that these schemes seek to enhance the habitat for invertebrates in the area.
63. At outline stage it was suggested that improvements to the southern boundary of the site could provide some mitigation for invertebrates and this was secured via condition 22. The most recent round of invertebrate surveys have criticised the specific mitigation proposed for this area in the original environmental statement, however given that the specific details are to be agreed via condition 22 the specific details can be influenced at a later date to ensure that appropriate mitigation for the invertebrates in question is provided.
64. The above off-site matters are not secured via this consent and it is acknowledged that they would not go so far as to provide for the appropriate management of a similar site via the Norfolk Biodiversity Offsetting pilot and therefore necessarily fully mitigate the impact of the wider development. It is however not considered reasonable in the context of the current reserved matters and in the light of those matters secured via the outline consent to require such further off-site improvements.
65. Turning to the NPPF and specifically paragraph 118 this details that if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused. It also states that planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.
66. In this case it must be acknowledged that the site has outline planning consent for the development in question and indeed is an allocated site which is fundamental to the delivery of housing in the Norwich policy area. Turning to the reserved matters in question it is considered that via the landscaping proposals the application goes as far as can reasonably be required to secure further mitigation at this stage. In the light of the information available relating to invertebrates it should be possible to secure further off-site mitigation via the measures secured under the outline consent as detailed above.
67. The harm resulting from the approval of the reserved matters in question is not

considered to constitute significant harm in the context of the NPPF and the habitat in question is not considered to be irreplaceable in the context of the examples given.

68. Turning to the other flora and fauna identified through the ecology report, most of these matters have been addressed and conditioned at the outline stage, this includes conditions for clearance to avoid harm to nesting birds, reptile relocation (given the transient nature of reptiles identified at outline stage), provision of bat and bird boxes and lighting details. Boundary treatments to allow access for small mammals and reptiles is also recommended within the ecology consultancies report and has been considered here as part of the landscaping proposals.

Amenity

69. The site is detached from any neighbouring residential premises and therefore no impact on neighbour amenity is expected as a result of these proposals. The impact of traffic movements from the development on residential amenity was fully considered at outline stage and it is not considered necessary to revisit this issue as part of the reserved matters for this phase.
70. In terms of future residents of this phase the internal space standards are considered to be acceptable and there is sufficient external amenity space in various forms for the residents of the development.

Arboricultural Implications

71. The only arboricultural implications relate to the cycle/pedestrian footpath to the western boundary and where this joins Clover Hill Road. The buildings are well beyond the route protection areas of trees albeit the arboricultural implications assessment submitted suggests protective fencing adjacent to the tree belt and bunkers hill wood to prevent construction activities encroaching on this area. This should be conditioned. There is a need to condition further arboricultural information for the area where the cycle/pedestrian footpath passes through the northern boundary to connect to Clover Hill Road, the details and method statements for this should form a condition of any consent.

Parking and Servicing

72. Parking levels for the site are within maximum parking standards. Visitors parking is provided at the access and via lay-by provision to the north of the housing with care block. Two areas of off-street parking are provided one providing 24 spaces and the other 22 spaces to the northeast and centre of the site respectively. The level of parking is considered acceptable, car ownership for the specific end user identified is not considered to be high. Occupation by a different end user is considered unlikely. The car parking is reasonably well screened by landscaping. The parking areas also provide access for servicing of the development and includes a substation, sprinkler tank store and bin store. A further service access is provided to the northeast corner to provide access to a lower ground floor plant room.
73. Cycle parking does not meet minimum standards, however the specific intended end user is not likely to require normal levels of cycle parking. Space for 14 visitor

cycles is indicated at the entrance with space for a further 14 spaces within the development adjacent to one of the car parks, predominately for staff. Notwithstanding this information it is suggested that the exact number and design be agreed via condition.

Energy Efficiency

74. Condition 44 of the outline consent requires a sustainable construction and renewable energy scheme for each phase which maximises sustainable construction so far as viable and practicable and provides for a minimum of 10% decentralised renewable and/or low carbon sources and demonstrates if this can be exceeded. This is to be agreed via an application to discharge the details of condition 44. Condition 45 of the outline consent requires dwellings commenced prior to 01 January 2015 to achieve a water consumption rate of no more than 105 litres per person per day, equivalent to Level 4 of the Code for Sustainable Homes for water usage (after 2015 this lowers to 80 litres per person per day in line with JCS policy 3).
75. The applicants have detailed that the proposals are to be designed and constructed to achieve BREEAM very good standard. The building is designed to utilise standard components with off site fabrication to minimise waste and energy in the construction process. The envelope generally seeks to maximise passive gain and materials are to be sourced locally where possible. In terms of low carbon and renewable technologies, a phase wide combined heat and power plant with photovoltaic panels is to be utilised. This will deliver significant savings particularly for the housing with care flats compared to individual heating systems for each flat.

Local Finance Considerations

76. Under section 143 of the Localism Act the council is required to consider the impact on local finances. It is a material consideration when assessing this application. The benefits from the finance contributions for the council however must be weighed against the above planning issues. In this case the financial considerations include council tax and new homes bonus. The development is not CIL liable as detailed below.

Planning Obligations & CIL

77. Relevant planning obligations have been secured via a S106 agreement linked to the outline planning consent. These include commuted sums to off-site improvements of open space including Bunkers Hill Wood, Earham and Bowthorpe Marshes, Bowthorpe Historic Park and the Yare Valley. Education contributions, library contributions, transport contributions and affordable housing. The Bunkers Hill Wood contribution (£57,000) is linked to the commencement of development in blocks 4, 5 or 7 and therefore will be payable on commencement of this phase. There will also be a transport (£25,957.80 index linked) and library contribution (£5,520.00 index linked) payable for this phase for the housing with care element only, no other contributions are triggered by this phase.

78. The outline consent was granted before the adoption of CIL and therefore the scheme is not CIL liable.

Other Considerations

79. It is relevant to note that a number of material considerations and policy issues have been considered at the reserved matters stage, these include surface water drainage, archaeology, contamination, wider transport implications including access, travel planning and public transport, road traffic noise, fluvial flood risk, provision of open space and off-site improvements. Many of these matters are subject to conditions on the outline consent. These matters have been considered by officers and it is not considered that further detailed assessment of them is required as part of this reserved matters application. It is not considered that the approval of the reserved matters will have particular implications on these matters or prevent feasible design of necessary infrastructure to be agreed via condition (e.g. such as surface water drainage infrastructure).
80. One objector has raised concern over consultation arrangements advising that he was only aware of the proposals by seeing a site notice near the site. All those who contributed to the original outline consent have been written to and site notices have been erected around the site. The application has also been advertised in the local press. This goes beyond legislative requirements and the Council's own policy on consultation procedures.
81. At the last planning applications committee, members resolved to approve a number of minor variations to conditions on the outline consent under application reference 13/02089/VC subject to a S106 deed of variation. It is expected that the deed will be completed imminently and the variations approved. It is recommended that this variation of condition application number be added to the description of this application before issuing any consent to ensure clarity and consistency regarding which consents are being implemented. It is not considered that this would materially prejudice the interests of any parties.

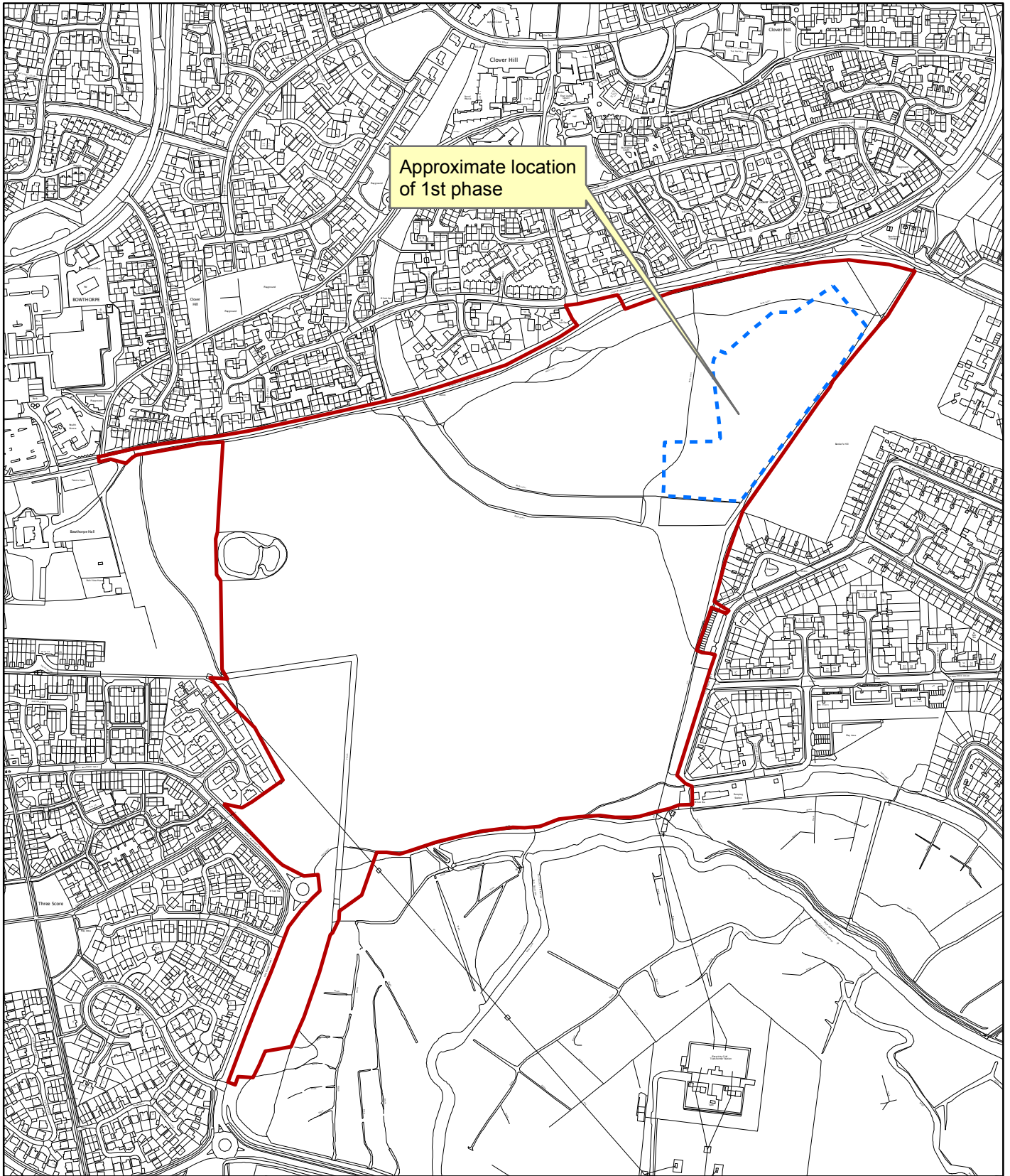
Conclusions

82. The principle of development has been accepted as part of the outline consent. This case relates to the reserved matters of layout, scale, external appearance and landscaping for the first phase of development being a care facility to the northeast corner of the site. The main issue in the determination of the reserved matters application has been the landscaping details and the ecological implications of the proposals as discussed in this report. With regard to the landscaping details subject to the further detailed information secured by the recommended conditions below this is considered to be acceptable. Turning to ecology, it is acknowledged as it was at outline stage that the impact on invertebrates will not be fully mitigated, however subject to the further ecological mitigation measures discussed in this report it is considered that proposals and recommended mitigation measures go as far as can reasonably be required in the context of the reserved matters in question. The recommendation is therefore to approve the application subject to the conditions outlined in the recommendation below.

RECOMMENDATIONS

To approve Application No (13/02031/RM Three Score Site Land South Of Clover Hill Road Norwich) and grant planning permission, subject to the following conditions:-

1. Landscaping in accordance with the plans submitted and further landscaping details to be agreed including:
 - levels, kerbs, measures to prevent vehicles entering open/green space, boundary treatment elevations, lighting details of private areas (public areas covered by condition 19 of the outline consent), hard surfacing materials.
2. Details of materials including:
 - Bricks, render, tiles, columns to entrance, eaves detail of entrance canopy, windows, rainwater goods, external walls of lower ground supporting structures, bargeboard, curtain walling, substation/bin/sprinkler store details.
3. Cycle parking stand specification, numbers and location;
4. Construction access to be closed off before occupation and details of access, temporary boundary treatment to either side of temporary foot/cycle path, realignment of pavement on Clover Hill Road and restrictive access barriers;
5. Details of the cycle/foot path access to the west of the site onto Clover Hill Road including the link to the existing pavement, further AIA and AMS for the access and restrictive access barriers;
6. Tree protection in accordance with the AIA
7. Method for removal, storage and re-use of topsoil in full accordance with supplementary ecology statement;
8. Method statement for the protection of the grassland areas indicated to be protected during development to be submitted and agreed, including details for restoration should the areas be impacted during construction activity.
9. Conservation (ecology) management plan for the site.



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Planning Application No 13/02031/RM
Site Address Three Score

Scale 1:6,000



NORWICH
City Council

PLANNING SERVICES

