

Report to Planning applications committee

Item

08 October 2020

Report of Area development manager

Subject Application no 19/00911/F - Bartram Mowers Ltd Bluebell Road Norwich NR4 7LG

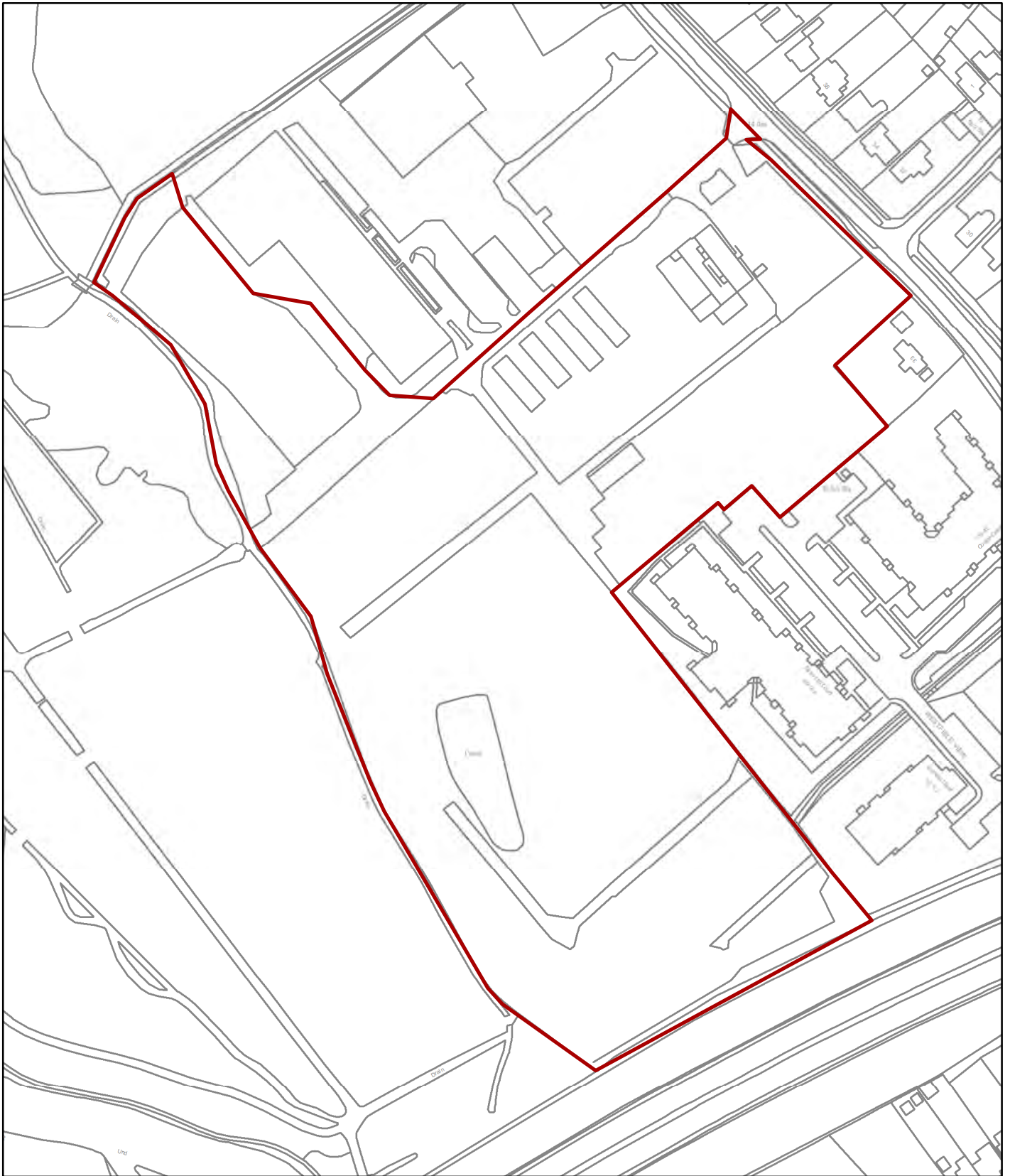
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Reason for referral Objections

Ward:	Eaton
Case officer	Tracy Armitage - tracyarmitage@norwich.gov.uk

Development proposal		
Demolition of existing buildings and erection of 32 bungalows, 22 apartments, a residents pavilion, access and ancillary development.		
Representations		
Object	Comment	Support
54	3	9

Main issues	Key considerations
1 Principle of development	Principle of residential development on this site
2 Dwelling type and mix	Whether development provides for a mix of type and tenure
3 Design and landscape impact	Quality of design and whether the scheme minimising impact on the Yare Valley
4 Amenity	Impact of the development on the amenity of existing residents living adjacent to the site
5 Landscape, openspace and biodiversity	Quality of landscape proposals and whether they enhance green infrastructure
6 Trees	Impact on existing trees
7 Transport	Traffic generation and provision for parking
8 Energy and water	Whether the development makes adequate provision for energy and water conservation
9 Flood risk	Whether the development makes satisfactory provision for managing flood risk
10 Affordable housing	Whether the development makes adequate provision for affordable housing provision
Expiry date	30 October 2020, subject to agreed extension of time.
Recommendation	Approve subject to S106 Obligation and imposition of planning conditions



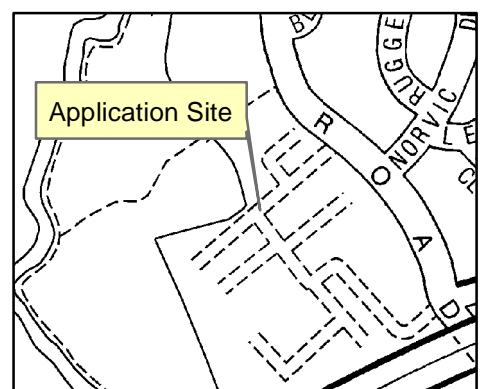
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Planning Application No 19/00911/F
Site Address Bartram Mowers Ltd, Bluebell Road

Scale 1:2,000



NORWICH
City Council
PLANNING SERVICES



The site and surroundings

1. The site is situated on the south west side of Bluebell Road and comprises predominately grassed areas formerly accommodating agricultural greenhouses and a building which was last in use as a children's nursery.
2. The site is bounded on the north-eastern boundary by Bluebell Road, the A11 Newmarket Road to the south east, by the River Yare to the south-west and vacant agricultural land to the northwest.
3. The character of the wider area is heavily influenced by the Yare Valley to the south west, as the topography slopes down from Bluebell Road towards the River Yare. The site follows this topography, with levels falling away from Bluebell Road. The boundary with Bluebell Road is marked by a linear belt of mature trees.
4. The opposite side of Bluebell Road to the east has a more suburban character with large detached houses at a high ground level than the application site.
5. Directly to the south-east of the site is development comprising phase 1 (15/01646/F). This includes a retirement living block, an assisted living/extra care block and an affordable living block. Phase 1 comprising development 2 – 4 storeys in height.
6. The site is in close proximity to Eaton District centre.
7. The development site occupies a total area of approx.1.6 hectares.

Constraints

8. The site adjoins the Yare Valley Character Area, an area of designated open space, and is in close proximity to a County Wildlife Site (CWS) which is adjacent to the river Yare. Ground levels across the site fall from a highpoint adjacent to Bluebell Road down towards the river. There is a significant band of trees adjacent to Bluebell Road.

Relevant planning history

9. The site has considerable planning history with the most relevant applications being listed below. Application 18/00265/F was withdrawn following concerns raised by the Council on a number of key issues which included the lack of affordable housing, the awkward transition between the three and four storey apartments of phase 1 and the proposed low level bungalows of phase 2 and the layout of the development.

Ref	Proposal	Decision	Date
08/00313/F	Use of land for the standing and display of temporary garden buildings.	APPR	25/06/2008
13/00852/U	Change of use of temporary building from retail (Class A2) to children's nursery (Class D1) for a period of two years.	APPR	12/09/2013

Ref	Proposal	Decision	Date
15/01646/F	Erection of 62 age restricted retirement (including affordable) apartments (class C3), assisted living extra care accommodation (class C2), access, car parking, landscaping and ancillary development (revised proposals: Revisions include omission of vehicle access point, reduction in height of some buildings, new footpath links).	APPR	13/12/2016
15/01839/F	Retrospective change of use from Retail (Class A1) to Children's Nursery (Class Da) including retention of associated alterations with provision of formalised car parking area and boundary planting.	APPR	29/02/2016
17/00074/D	Details of Condition 3: Materials, Condition 5: Landscaping, Condition 7: External lighting, Condition 10: Tree protection and Condition 16: Written scheme of investigation of previous permission 15/01646/F.	APPR	23/06/2017
17/00552/NM A	Amendments to planning permission 15/01646/F including changes to windows, balconies and additional living unit in place of well-being room.	APPR	04/05/2017
17/00796/D	Details of Condition 14: fire hydrants of previous permission 15/01646/F.	APPR	21/07/2017
17/01807/D	Details of Condition 4: vehicular, pedestrian and cyclist access; Condition 6: drainage and Condition 8: visitor bicycle parking of previous permission 15/01646/F.	APPR	05/04/2018
18/00143/D	Details of Condition 11: Yare Valley footpath and Condition 12: ecology of previous permission 15/01646/F.	APPR	17/05/2018
18/00225/VC	Variation of Condition 2 and Condition 4 of previous permission 15/01646/F to add 8 new parking spaces and changes to landscaping plan.	APPR	17/05/2018

Ref	Proposal	Decision	Date
18/00265/F	Demolition of existing buildings and erection of 41 care bungalows with communal facilities, access and ancillary development.	WITHDN	24/01/2019

The proposal

10. The development proposal has been amended since first submission in June 2019, with two sets of amendments being subject to further public consultations.
11. The application as first submitted sought full planning permission for 54 x age restricted retirement dwellinghouses (use class C3). Amendments to the scheme have resulted in a reduction in the total dwelling number to 50. The scheme includes provision for 14 affordable dwellings.
12. The type of properties is mixed with the proposal being for 32 bungalows (one, two and three bedroomed) and 18 apartments (one and two bedroomed). The apartments are within three blocks, with 14 in a single block. As originally submitted this block was a 3-4 storey block. The amended scheme removes the 4th storey element.
13. The application also seeks consent for a residents' pavilion, access, car parking, landscaping and ancillary development.
14. Summary details of the scheme are set out below.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	50 (32 bungalows and 18 apartments)
No. of affordable dwellings	14 social rented units (28% based on viability)
Ancillary accommodation	Pavilion for communal use by residents
No. of storeys	Variation in height from single storey bungalows to 3 storey flats.
Density	31 dwellings per hectare

Proposal	Key facts
Appearance	
Materials	Brick (multi red and grey), cobbled flint, horizontal boarding and grey standing seam, plain tiles (red and grey).
Energy and resource efficiency measures	Fabric first - thermal efficiency exceeding min requirements set out in Part L of the Building Regulations Photovoltaics
Transport matters	
Vehicular access	Access via Bluebell Road
No of car parking spaces	12 bungalows have single garages – providing 1 spaces + drive Other bungalows/apartments have 1-2 spaces depending on size of property Block of 14 apartments - 10 parking spaces All of the residential parking will be sold as part of the freehold of the properties Visitor parking – 8 spaces
No of cycle parking spaces	Cycle storage within garages or sheds for dwellinghouses, dedicated cycle/mobility buggy store for flats.
Servicing arrangements	Standard servicing arrangements

Representations

15. Advertised on site. Adjacent and neighbouring properties have been notified in writing. 67 contributors have made representations citing the issues 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
The proposed density is excessive. The Norwich Local Plan (R42) identifies the site as suitable for development for up to 120 dwellings. This has already been exceeded.	Addressed in Main issue 3

Issues raised	Response
Proposal fails to minimise impact on the landscape of the Yare Valley adding multilayers of buildings will further erode the natural environment of the Yare Valley	Addressed in Main issue 3 and 5
Site Masterplan envisaged phase 2 being primarily bungalows and small number of two storey blocks.	Addressed in Main issue 3
Residents of phase 1 chose their apartments based on the previous application for single storey bungalows.	Addressed in Main issue 3
The apartment building excessive in scale and not in keeping with the former expected layout of all single storey buildings.	Addressed in Main issue 3
The apartment block is too close to Daisy Hill Court should be located elsewhere on the site away from existing properties or the apartments should be reduced to two storeys with trees and greenspaces between the two phases	Addressed in Main issue 3
The apartments at the northwest end of Daisy Hill Court will have a severe loss of light, privacy and most will lose their open view of trees and the sunset from the windows and balconies	Addressed in Main issue 4
16 residents will be affected by the proposal as the proposal is now for a plain brick wall of four stories high which is only 15 metres from Daisy Hill Court residents. The single storey buggy/cycle and bin store leaves only a 7 to 8 m gap.	Addressed in Main issue 4
Daisy Hill residents' enjoyment of their properties and health and well-being will be adversely effected.	Addressed in Main issue 4
Sunlight and daylight report incomprehensible	The report details the results of recognised methods of assessing the impact of development on sunlight and daylight levels
Poor design	Addressed in Main issue 3

Issues raised	Response
Consultation during lock down when residents had no visits from friends and relatives	The application was submitted in 2019 and the assessment stage has included the lock down period. The application has included three consultation periods and efforts have been made to keep residents updated on the progress of the application.
Design of first phase includes landscape avenues between Leander Court and Daisy Hill Court - this spacing should be mirrored in phase 2.	Addressed in Main issue 5
The 4 storey building will further spoil the existing view across the Yare Valley. The development will make the McCarthy and Stone estate entirely urban. At present the open NW aspect with its view of the Yare Valley is valuable in mitigating such an urban feeling.	Addressed in Main issue 3 and 5
In order to preserve the green space it is imperative that no further development is allowed between phase 2 and the UEA.	Policy R42 defines the extent of land identified for development
Extension of SUDs feature - should not disturb the wildlife that has established in the existing SUDs feature.	The SUDs feature is subject to a planning condition – this will include a method statement
Concern over water quality of runoff	The surface water drainage system will include treatment stages
No ecological benefits have been identified and there is no consideration of impacts on existing habitats. It is unacceptable that this area of wildlife is going to be disturbed by concrete and heavy machinery.	Addressed in Main issue 7
As many trees and hedgerows should be retained as possible. The riverside path should not be converted into a solid surface path. An ecological assessment should be made of the impact on Water Voles.	Addressed in Main issue 5
Existing traffic volumes on this road are already problematic at rush hour. The phase 1 development will exacerbate this problem as will phase 2 and 3.	Addressed in Main issue 7

Issues raised	Response
No evaluation has been taken of potential deterioration in air quality	See Main issue 7 and trip generation at peak times
The development will generate more pedestrian traffic on a well-used cycle path which could be a hazard.	Addressed in Main issue 7
Existing facilities like doctors and dentist can't cope now.	Within Greater Norwich, the health sector is involved in planning for growth.
<p>Visitor parking is inadequate.</p> <p>Within phase I car parking spaces were sold for £10,000 and residents who didn't purchase a space are unable to park within visitor spaces which means they have to park on nearby roads.</p>	<p>Addressed in Main issue 7</p> <p>All parking will be sold with the freehold of the property</p>
<p>If planning permission is granted there will be months or years of building works which will be a nuisance due to site traffic, noise and dust. Consideration needs to be given to mitigating the effect of building works on the existing residents. Where will construction workers park their cars? In phase I they parked on local roads</p>	<p>A planning condition is recommended requiring the submission of a Construction Management Plan prior to the commencement of development. This will include details of arrangements to manage noise, dust and disturbance and the parking of construction worker vehicles</p>
There is concern regarding the disturbance of contaminated land.	Addressed in 'Other matters'
The proposal will reduce the value of properties in Daisy Hill Court.	This is not a material planning consideration.
<p>McCarthy and Stone did not consult existing residents of phase I or they are not identified as key stakeholders. The SCI relates to community involvement for the previous planning application.</p>	<p>Although it is regrettable that McCarthy and Stone did not consult neighbouring residents, this cannot be a reason for refusing an application.</p>
<p>Critical letter from Daisy Hill Court residents regarding environmental management of the existing apartment block, regarding: energy efficiency; food waste recycling and creation of vegetable garden.</p>	<p>This letter has been passed to the applicant, these matters are not material to the determination of this planning application.</p>
In support	
There is a need for this type of development.	

Issues raised	Response
This offers the opportunity to downsize from much larger properties in the area. There are very few bungalows in Eaton even though there is a large elderly population.	
This form of development frees up larger houses to younger buyers with growing families	

16. Cllr Lubbock (ward councillor) has objected to the application. ‘I would like to object to the revised plans for the above development. My objection to the original plans remain because the 18 one bed apartment block remains too close to Daisy Hill Court affecting the amenity of the residents, especially their loss of visual amenity, but also the possibility of noise and disturbance. Reducing the height of that block by one storey does not reduce the adverse impact on the neighbours. The density is much higher than the original Masterplan which was for bungalows only on phase 2. The proposals result in a very cramped, over developed site unlike the phase 1 where there are landscaped areas between the blocks.’

Consultation responses

17. 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.

Anglian Water

18. No comments received

Design and Conservation

19. No comment

Environmental protection

20. The site was part of a nursery and garden machinery company and as such has the potential to be contaminated. The Desk Study/Site Investigation report indicates that asbestos and elevated levels of lead were encountered across the site. Therefore conditions should be attached requiring a scheme to deal with the risks associated with contamination of the site.

Environment Agency

21. No objection, providing that you are satisfied that the development would be safe for its lifetime and you assess the acceptability of the issues within your remit.
22. The applicant has sequentially sited all proposed development within flood zone 1. The access and egress route travels through flood zone 1 and therefore has a safe

route of access. Floor levels of the proposed buildings are set above the 0.1% (1 in 1000) annual probability flood level, inclusive of climate change. Attenuation basins are proposed which encroaches slightly into flood zone 2. It is not proposed to construct a raised embankment around the basins and compensatory storage is not therefore required as floodplain storage is not being reduced. The basin may fill with water in the 0.1% (1 in 1000) annual probability event.

Highways (local)

23. No objection. Advise that the layout is logical and permeable with perimeter blocks that generally define public and private spaces. The means of access to Bluebell Road is fit for purpose and the shared use path will carry over.
24. Recommend condition - Prior to the first occupation of the development hereby permitted the vehicular/pedestrian/cyclist access/ adjoining the footway of Bluebell Road shall be constructed (for the first 10 metres into the site) in accordance with a detailed scheme (including the provision of Give way markings in accordance with the TSRGD 2016 and the repositioning of the cycleway signage as required) to be agreed in writing with the Local Planning Authority in accordance with the highways specification and thereafter retained at the position shown on the approved plan. Arrangement shall be made for surface water drainage to be intercepted and disposal of separately so that it does not discharge from or onto the highway.

Historic England

25. No comment

Landscape

26. Landscape comments were made on the previous iterations of this scheme, these comments relate to the revised proposals received July 2020, which incorporate changes in response to previous landscape and other officer comments. These proposals better respond to the context of the surrounding landscape and within the constraints of the layout minimise detrimental impact on landscape character itself. Potential visual impact of the proposals when viewed from the open space and wider landscape are also minimised by the reduction of height of the apartment block and a more sensitive treatment of the boundary and transition between the development and adjacent open space.
27. **Open space:** The proposed open space now presents an acceptable landscape design approach, with an appropriate level of connectivity through the development to enable public access and access by residents, without giving the impression that it is under the ownership of the residential development. There is an adequate connection proposed between Bluebell Road and the River Yare, and the design approach presents a more naturalistic transitional landscape treatment between the development site and the adjacent County Wildlife Site.
28. The management plan information submitted does not extend to the open space areas, so clarity is needed over the management of this space, who will be responsible and what operations will be undertaken. This will not be a city council asset, but as a space that will and should be accessible to the wider public it is important to understand how the space will be maintained particularly in relation to the upkeep of seating and waste management (i.e. will bins be provided to prevent litter

accumulating near the CWS), and the upkeep of any safety measures that may be required around the permanent water body and attenuation basins.

29. **General Landscape Concept within development area:** Within the constraints of the layout the landscape concept offers an appropriate balance between a suburban setting and the wider natural valley landscape. The site boundaries and edges have been strengthened where appropriate and a more naturalistic/transitional approach has been taken bordering the open space area which is more appropriate than the use of dense ornamental or municipal planting in this area.
30. Improvements have been made to the landscape offer within the pavilion square, which now includes a more meaningful design and space that should attract residents and visitors thus fulfilling its potential as part of the shared amenity space within the development area. This also offers a more meaningful connection between phase 1 and 2 developments. The inclusion of structural and ornamental planting to the boundary to the future phase area is welcomed. Overall the proposal offers an appropriate tree and plant list and will provide year round interest, balanced with maintainable landscaping.
31. **Recommendations:** No landscape objection to the proposals for the open space or within the development. It would be worth removing permitted development rights to ensure a greater level of control over the replacement or introduction of any boundary treatments, removal of front garden planting, or introduction of other miscellaneous items associated with residential development. Additional information is required in relation to management of the open space, as outlined above.
32. Concerns were previously raised over the density of this phase of development and exceeding numbers envisaged for the site. Although there is now some balance between the density of the development of phase 2 and the wider setting in landscape terms, it is important that any future proposals for development take this into consideration at the earliest stage and that the concept of the green link through the site is implemented as sensitively as possible given the number of trees present in the adjacent site.

Lead Local Flood Authority

33. No objection subject to imposition of planning condition – confirm that the proposed drainage scheme is satisfactory and that the calculations confirm no flooding occurs for 1%AEP return period +40% cc, as required. Proposed planning will secure submission of detailed design of the SUDs features, implementation and future management.

Natural England

34. No comments received

Norfolk County Council planning obligations

35. This development will require 1 fire hydrant per 50 dwellings at a cost of £824 per hydrant which should be dealt with through condition so this would be 2 fire hydrants on no less than a 90mm main.

36. New development will have an impact on the library service and mitigation will be required.

37. Connections into the local Green Infrastructure network, including public rights of way and ecological features, should be considered alongside the potential impacts of development.

Norfolk public health

38. No comments received.

Norfolk historic environment service

39. The proposed development site lies adjacent to an area where in 1838, 1851 and 1868, a large number of Roman pottery sherds were recovered. The number found along with the presence of wasters suggest that there may have been a Roman kiln site in the area. In addition a large amount of prehistoric flints have been recovered from the field to the north. Consequently there is potential that heritage assets with archaeological interest (buried archaeological remains) will be present at the site. Archaeological trial trenching has been carried out and an archaeological valuation has been submitted. This has been approved and HES make no further recommendations for archaeological work.

Norfolk police (architectural liaison)

40. The application details a well laid out site, of a cul-de-sac design, which doesn't have any alleyways, back to back garden, is not permeable and has a primary vehicular access point. This layout is very encouraging as increased permeability is linked to increased crime.

41. With regards to cycle storage this must facilitate the locking of both wheels and cross bar. The store should be lit after dark. Waste containers can be used for climbing and the contents used to start fires. Consideration should be given to using waste containers with lockable lids. A carefully designed lighting plan to cover all vulnerable areas should be place. The pavilion should have a doorset that is robust,

Norfolk Wildlife Trust

42. No objection with regard to the revised landscape plan as it appears to be compatible with management of the adjacent County Wildlife Site (CWS).

Norwich City Council Ecology advisor

43. The stand-alone bat survey of the trees along Bluebell Road found no evidence of bats. The report suggests the provision of bat boxes and bat sensitive lighting during the construction phase and for permanent lighting.

44. The report identifies one roost within building 6. This roost is a small opportunistic summer day roosting site of low conservation significance and its demolition is acceptable.

Development Site

45. Whilst our landscape colleague has provided a more detailed response in terms of species, I note that the species list includes many species that will provide a biodiversity benefit, such as crab apples, lavender and black dogwood.

Open Space

46. The purpose of this area is twofold; as a buffer to the CWS and as an alternative recreational space. This area also has the potential to help mitigate and provide biodiversity enhancements for the development.

47. The revised design is now more consistent with the informal nature of the space, and should provide both a visual and environmental buffer.

48. I note that some amenity grass is still proposed, which is desirable as this area is important in acting as an alternative recreational space to relieve pressure upon the CWS. The amenity grassland is now part of a much softer design and is considered to blend into the wider space. Additional seating has also been indicated, which again is considered appropriate.

49. Prior to development the area was/is largely semi improved grassland, with a small wooded area to the south west, and a tree belt along the western boundary with the CWS. There were some relatively short strips of hedge and some now demolished buildings. The proposed plan enhances this tree belt with additional planting of native trees and shrubs. Similar planting will also occur in the north corner (woodland copse) and along the south-east boundary.

50. The attenuation basin has now been enhanced from the previous plans to include vegetation, which will enable this feature to provide a real ecological benefit.

51. The other proposed habitats remain (to include wildflower areas, rough grassland, parkland trees and woodland copse).

52. As per the email below I would like to see 2 hibernaculas provided as part of this scheme, and as identified within the original 2015 application (ref 15/01646/F) the semi improved grassland area is suitable reptile habitat, and therefore the provision of hibernaculas here should provide an effective enhancement.

53. The revised plans for the Open Space represent a better design which will provide the site with ecological enhancements by introducing a wider variety of habitats.

54. Conditions relating to external lighting, bird nesting season, small mammal access, in accordance with ecology report and a construction method statement should be attached to any consent.

NHS

55. No comments received

South Norfolk Council

56. No comments

Strategic Housing development

57. Redevelopment of this site is welcome and we support the application.
58. The Joint Core Strategy (JCS) requires 33% of the homes to be affordable, split 85% at a social rent and 15% intermediate tenure. On site this equates to 17 dwellings of which 14 would be for social rent and 3 of intermediate tenure.
59. Following receipt of a viability assessment from the applicant and subsequent independent review by BNP it has been deemed that only 14 affordable dwellings are viable to be provided on this development. All 14 dwellings would be for social rent. This equates to 28% and is a fair reflection on what is achievable to be delivered and meets the greater housing need in terms of tenure.
60. McCarthy & Stone have reached agreement with Norwich Housing Society to purchase the social dwellings. This builds upon their partnership in phase 1 of the development which saw the delivery of 20 affordable dwellings. This means that across the site as a whole will have delivered 34 affordable dwellings for social rent giving an overall delivery of 30%, all for social rent. Had the developments been fully compliant then 31 properties for social rent and 6 for intermediate tenure would have been required but we know that the greater need in the city is for social rent so a greater delivery of this tenure better meets housing need.
61. The properties are sheltered housing for residents over 55 years of age and this development will add to the sheltered housing stock in the city. Current figures from our Home Options team show that there is a limited demand for sheltered housing flats in the city but this is based upon a predominantly older stock built in the 1960's. Norwich Housing Society manage their own waiting list and were able to fully let phase 1. This development, across both phases, is specifically for older people, so new build sheltered housing should be more attractive to residents looking to down size. With the extra care facility adjacent this would allow residents to buy services in the future from a provider on their doorstep, if their needs become greater over time.
62. The proposal for the affordable housing units is for this to be delivered in a single block of flats. This is acceptable, and preferred by local registered providers, as this will allow for a registered provider to take ownership of this whole block for ease of management and to keep service charges to a minimum.

Tree protection officer

63. The ramp and the widening of the footpath near T157 are both achievable, but they will have to be constructed with care to avoid damage to the trees. A suitable condition is recommended requiring a method statement and arboriculturist monitoring, in these two areas, whilst the work is being done.

Yare Valley Society

64. The Local Plan envisaged in the region of 120 dwellings which is based on a low density development in order to minimise the impact on the landscape. Phase I and this development would result in 115 units. The adverse effect of a higher density than that of policy R42 has been demonstrated in the restriction of views from the construction of phase I. The density of the development should be reduced so to better achieve the aims of that policy in terms of landscape impact and views.

65. It would appear that the developer has yet to complete the works on the public open space and footpaths associated with phase 1 of the development to the agreed standard. Phase 2 should not proceed until the agreed work on the public open space and footpaths (including footpath from Bluebell Road to Yare Valley Walk on the south east side of the site) has been completed. Safeguards should be put in place to ensure that similar delays do not occur in the delivery of the public open space associated with phase 2. The footpath needs to be shown on the masterplan. The proposal also shows building of a road hard up to the SW boundary of the site. This is contrary to the Masterplan.
66. Amended plan: The revised application takes little account of earlier objections expressing concerns of the impact of the development on the Yare Valley Character Area. The density of the development should be reduced to be more in accord with Policy R42 and so to better achieve the aims of that Policy in terms of landscape impact and views. The *existing* path along the south east boundary, part of the Phase 1 development, should be shown unambiguously as forming part of the path network on the Landscape Master Plan for Phase 2. The layout of the site should be altered to provide space for planting on both sides of the boundary between the open space and the built development as shown on the original whole site Masterplan

Assessment of planning considerations

Relevant development plan policies

67. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
68. **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
 - DM9 Safeguarding Norwich's heritage
 - DM11 Protecting against environmental hazards
 - DM12 Ensuring well-planned housing development
 - DM13 Communal development and multiple occupation

- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

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

Policy R42 is directly relevant to the site. The policy states that “the 5.5ha site is allocated for development of a housing scheme for the over 55s, which may include assisted living and/ or extra care housing. The development will be designed to:

- minimise impact on the landscape of the Yare Valley and important views;
- improve the strategic Yare Valley green infrastructure corridor, providing 17.5 hectares of public open space on land adjoining the site shown on the site plan with a red dotted line. The public open space will provide improved pedestrian / cycle access to and within the valley, including improvements to the Yare Valley Walk. A management plan will be produced for the open space by the developer. A legal agreement will cover arrangements for future management and maintenance, of the open space in perpetuity;
- protect and enhance environmental assets within and adjacent to the site, including retaining tree belts.”

In order to ensure that the setting and character of the site are respected and to minimise impact on the landscape and important views, proposals will accord with an agreed masterplan produced by the developer and agreed by the Council, covering the development site and adjacent open space. The masterplan will identify the precise areas within which development will be located, maximum building heights, the number and type of dwellings and the layout of open space”.

Other material considerations

70. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF4 Decision-making
- NPPF5 Delivering a sufficient supply of homes
- NPPF8 Promoting health 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
- NPPF12 Conserving and enhancing the historic environment

71. Supplementary Planning Documents (SPD)

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

Case Assessment

72. 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 council's standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

73. Key policies and NPPF paragraphs – DM12, DM13, SA policy R42, JCS policy 4, NPPF2, NPPF4, NPPF5.
74. The site is allocated for housing development in the Site Allocations Plan. The site had historically been considered as undeveloped land at the edge of the urban area, and its development had been resisted due to its location adjacent to the Yare Valley character area. However, the site was proposed for housing development for over 55s, by the site owners as part of the adoption process for the council's Site Allocations and Site Specific Policies Plan document. The Planning Inspector's report following the Examination in Public of this document required that the site was allocated for development for over 55s.
75. The Inspector considered that the provision of housing for over 55s would help to meet local housing needs and development of the site would have the potential to deliver significant areas of publicly accessible open space within the Yare Valley as well as improved access to the Yare Valley Walk itself. The site was considered to be well located to serve the needs of over 55s as it is located in proximity to shops and services within Eaton village centre and good public transport connections to the city centre.
76. As such site R42, with its associated policy to guide development, are included within the adopted Site Allocations Plan and Site Specific Policies Local Plan document, adopted December 2014. Furthermore, it is proposed that the site (currently undeveloped part) is carried forward for allocation in the draft Greater Norwich Local Plan.
77. The principle of development of the site for over 55s housing is therefore acceptable, subject to compliance the full requirements of policy R42 and other relevant policies within the Development Management Policies Local Plan.
78. Policy R42 required that in order to ensure that the setting and character of the site are respected and to minimise impact on the landscape and important views, proposals would accord with an agreed masterplan. The intention of this requirement was to 'identify the precise areas within which development will be located, maximum building heights, the number and type of dwellings and the layout of the open space. The masterplan was prepared by the developer and submitted in 2015 along with phase 1 planning application. Masterplans are prepared ahead of detailed development proposals being drawn up for whole sites. They include a detailed site assessment with the aim of identifying the principles

and parameters of future development. The masterplan is a material consideration in the assessment of this current application.

79. The current proposal relates to 1.6Ha of the 5.5Ha allocated site. Phase 1 has been completed and comprises 62 x age restricted retirement apartments (of which 20 units are social rent) and extra care accommodation which is arranged in the format of 57 units. This scheme for 50 x age restricted homes and a pavilion is proposed as phase 2 development and it is anticipated that the final phase (which includes land containing the Bartram Mowers building) will take place at a later date as part of separate application.

Main issue 2: Dwelling type and mix

80. DM12 sets out principles that are relevant to all residential development. These include the requirement to provide a mix of dwellings in terms of mix, type and tenure.
81. In terms of the type of accommodation proposed under phase 2, this is for 32 private market bungalows (29 single storey bungalows and 3 dormer bungalows), 4 apartments (in the form 2 flats over garages (FOGs) and a maisonette containing 2 apartments) and 14 social rented apartments. All private units take the form of sheltered housing comprising individual housing units but with an element of support, such as a warden or scheme manager and with access to communal facilities.
82. In conjunction with phase 1, which delivered apartments and extra care provision, the proposal will contribute to the range of residential accommodation on this allocated site and accord with both R42 and DM12 in terms of type and mix.
83. In terms of tenure mix, given the scale of residential development proposed, there is a requirement under policy JCS4 for the provision of affordable housing (33% of 50= 17.5 affordable dwellings). The applicant has submitted a Viability Assessment of the development and this has been subject to an independent review. This matter is considered in detail in paragraphs 158-162 of the report, but having had regard to this information, 14 affordable apartments is considered the level of provision that the development can support and remain viable. The council's strategic housing officer has confirmed the size and tenure of the proposed affordable housing units is acceptable and supports the application. Furthermore, negotiations with Norwich Housing Society are at an advanced stage and it is highly likely that this Registered Provider will acquire this block and manage it alongside the affordable block that they already own, constructed as part of phase 1 of the development.
84. DM12 requires that for all housing proposals involving the construction of 10 or more dwellings, at least 10% are built to accessible and adaptable homes standards. In this case all dwellings would meet this standard.

Main issue 2: Design and landscape

85. Key policies and NPPF paragraphs – JCS2, DM3, NPPF 12.
86. The site is in a particularly sensitive location adjacent to the Yare Valley Character Area. It has an open undeveloped character which forms a buffer between the urban area to the east of Bluebell Road and the open spaces of the Yare Valley to

the south west. As such policies DM3, DM6, DM12 and R42 require that proposal respond to the site's context and topography and minimises its impact on the Yare Valley and the surrounding area.

Density

87. There has been concern raised by a number of local residents regarding density. The first phase delivered 119 units of residential accommodation, if units in the extra-care facility are included in the total. This phase proposes an additional 50 units and a further phase remains. The explanatory text supporting policy R42 indicated in the region of 120 dwellings on this 5.5ha site, based on the assumption that the landscape setting would require a low density design approach. However, the same text acknowledges that the scale of the development will be determined by the masterplan.
88. The 2016 masterplanning exercise suggested that the development site could sustain a greater amount of development than the 120 units referenced in the Local Plan and that phase 1 could accommodate this number alone. The effect of including a high proportion of flats on this site makes efficient use of land and increases development density well above that associated with conventional housing schemes. Phase 1 which includes 3 x apartment blocks set within a landscaped setting, results in a density of 60 dwelling/Ha across that sector of the site. The 2016 masterplan suggested that the latter phase (ie the remainder of the site following the development of phase 1) would be developed at a lower density than the first phase and would have in the region of 100 units plus a possible care home. This phase 2 application therefore would account for 50 of those units referenced in the masterplan.
89. In terms of considering density, this application proposes 50 dwellings (d) on a 1.6Ha site with a resulting density of 31d/Ha. Policy DM12 states that '*Proposals should achieve a density in keeping with the existing character and function of the area, taking account of the significance of heritage assets where relevant and the proximity to local services, and/or public transport routes. At least 40 dwellings (net density) per hectare should be achieved unless this would have a harmful impact on character and local distinctiveness of the area or there are other exceptional circumstances which justify a lower density*'. In this case policy R42 identifies the sensitivity of the site location warrants a development approach which minimises the 'impact on the landscape of the Yare Valley and important views'.
90. In terms of assessing whether the density of development is acceptable the main test is whether the phased development of this site is resulting in a form of development which satisfies the R42 policy requirement of minimising 'impact on the landscape of the Yare Valley and important views'. In this regard building height, building coverage and visual integration with the surrounding landscape setting are determining factors and are considered below.

Layout

91. The layout of phase 2 includes a principal vehicular access from Bluebell Road from which a number of cul-de-sacs and private drives radiate. Frontages to the buildings are set back to provide defensible space and to facilitate a garden setting to the development. Parking is a mix of on-plot parking and parallel street parking.

There are two parking courts one for the flat over garage (FOG) units and one for the flatted accommodation.

92. The pavilion will provide a communal lounge/function space. It opens up to the outside and is orientated to promote external activity to the immediate northeast space where there is a water feature as well as seating areas. A guest suite is also provided should residents' friends or family wish to stay over.
93. The pavilion is located on a NW-SE route running through the site. Pedestrians (not vehicles) can pass from Phase 1 onto this NW-SE route.
94. The layout provides for a good level of permeability and the arrangement of buildings on the plots will create a relatively open character which will mature over time as landscaping establishes.

Views

95. The layout provides for the creation of two sight lines across the development (northwest to southeast and northeast to southwest axis). The latter view provides a visual connection between phase 1 and 2. This allows for a view down the axis of the site but also allows for a route for residents between communal spaces ie between the square in phase 1 and the pavilion in phase 2. The second view is created from Bluebell Road looking across phase 2 towards to open land associated with the Yare Valley.

Height and massing

96. The 2016 Masterplan includes a site appraisal exercise and consideration of topography and site levels.
97. The site slopes consistently downhill from the northeast to southwest to the order of circa 4m over a length of 150m. The site also drops in level from northeast to northwest facilitating a highpoint at the NE site corner and a low point to the SW corner.
98. Having regard to topography and landscape impact, the 2015 Masterplan includes recommendations in relation to building height across the site. The Place Making Framework plan illustrates lower buildings 1- 2 storey on the higher land (closer to Bluebell Lane) and taller buildings 2-3 storey on the lower land (adjacent to the open space). In supporting text there is reference to phase 2 potentially including a 2-3 storey care home and a mix of bungalows and 2-storey houses and apartments. Phase 2 comprises primarily bungalows, and lower buildings (1-2 storey) over the majority of the site, including next to the open space. The exception to this is the 3 storey apartment block located adjacent to the open land in the SW sector of the site. This taller apartment building was not specifically referenced in the supporting text of the Masterplan, but is consistent with the Place Making Framework Masterplan as it is located on lower lying land. Compared to Daisy Hill Court (a 3-4 storey block) this proposed block is located on lower ground and therefore in section drawings acts as a step down between the 4 storey phase 1 development and lower phase 2 development.
99. The latest amendment to the application reduced the height of the proposed apartment block to 3 storeys (rather than 3-4 storey as originally proposed) and addressed the height inconsistency with the Masterplan design parameters.

Furthermore the block at this height has a coherent built form relationship with phase 1 and provides a good visual transition between the scale of Daisy Hill Court and the 1-2 storey development proposed across the remainder of phase 2. A stand-alone taller building located elsewhere on the site would be much more prominent within the landscape and a lower block in this location would integrate less successfully with phase 1.

100. In terms of the interface of the phase 2 development with the open space and the Yare Valley, the Masterplan makes recommendation regarding landscape mitigation. An assessment of landscape matters is set out in paragraphs x-y of the report.
101. Given the predominant 1-2 scale of phase 2 and the proposed landscape mitigation, the proposed height and massing of development is considered acceptable and consistent with the masterplan, policy R42 core requirement of development minimising landscape impact on the Yare Valley and would not be unduly prominent in views from Bluebell Road or the Yare Valley itself.

External appearance and detailing

102. The visualisations submitted with the application suggest a successful piece of architecture will be created across the site. The variation in height, mass and materials add visual interest, break up the mass and help the buildings fit in with their surroundings. There is a good variation across the scheme with contemporary elements being mixed with more traditional materials and detailing.
103. To ensure a high quality design, it will be important that careful consideration is given to materials and the detailing which can help reinstate the sense of place and character of the area. Brick is a dominant material in the locality and it is noted that red is prevalent. This scheme proposes multi-stock red brick but also introduces variety by using grey brick, cobbled flint, horizontal boarding and grey standing seam. This reflects the palette of materials used within phase 1. In order to ensure that the proposed development is of high quality, a palette of material samples will be required for approval by condition.
104. Overall it is considered that the design of the proposal accords with the principle of policies DM6, DM21 and R42 as the development minimises the impact on the Yare Valley and the surrounding area.

Main issue 4: Amenity

105. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.

Impact upon neighbouring residents

106. The proposed dwellings are sited some distance from neighbouring properties on the Bluebell Road and although there is one property on the south west side of Bluebell Road (33 Bluebell Road) there is a dense strip of vegetation between the site and 33 Bluebell Road. Furthermore the only windows at upper floor level of the closest proposed dwellings, within plots 26 and 27, are for shower rooms so will be obscure glazed. Therefore the proposal will not result in any undue loss of outlook, daylight, sunlight or privacy upon existing residents of Bluebell Road.

107. With regards to the impact upon neighbouring residents, the main issue for consideration is the relationship between this and the earlier phase of development and in particular the relationship between Daisy Hill Court and the proposed adjacent apartment block.
108. There are eight flats situated within the north west end Daisy Hill Court (2 at lower ground level, two at ground floor level, two at first floor level and two at second floor level). These properties currently benefit from an open aspect and views from living room and bedroom windows and balconies, across the Bartram Mowers site and the river valley. The proposed apartment building is to be sited 10.8m from Daisy Hill Court. Previously, the proposed apartment block included an attached single storey buggy/cycle store in this location which had the effect of reducing the interface between the blocks to 6.4m at ground floor level. Amendments have resulted in this single storey building and the upper storey (fourth storey element) of the main accommodation block being removed.
109. Around the time properties were being purchased within Daisy Hill Court, there was a planning application being considered by the city council for a development of bungalows on phase 2 land. This planning application was subsequently withdrawn. Objections have been received from Daisy Hill Court residents to this application, in particular to the proposed three storey apartment block, citing amenity concerns in relation to the position and height of the block and impact on light, outlook and privacy.
110. Under DM2 development will be permitted where it would not result in an unacceptable impact on the amenity of the area or the living conditions of neighbouring occupants.
111. The applicant has undertaken a daylight and sunlight study and assessed the extent to which the proposed apartment building will impact on adjacent existing residential apartments and amenity levels of occupiers. The main assessment was undertaken when the proposed scheme comprised a four storey block and an addendum to the report has been provided considering the amended three storey scheme.
112. The study includes a VSC (Vertical Sky Component) and ADF (Average Daylight Factor) assessment. The former measures the amount of sky visible from a centre point of a window. A window that achieves 27% or more is considered to provide good levels of light, but if with the development in place the figure is both less than 27% and would be reduced by 20% or more, the loss would be noticeable. ADF is used to measure the overall amount of daylight within proposed habitable spaces. The BRE Guidelines refers to BS 8206-2 *Code of practice for daylighting* and CIBSE Lighting Guide LG10, which gives recommended minimum values of ADF of 2% for kitchens, 1.5% for living rooms and 1% for bedrooms.
113. This main assessment found that there are some rooms in Daisy Hill Court which will experience a reduction in daylight of greater than 20% (in terms of both VSC and daylight distribution) and that this impact therefore will be noticeable. However the assessment has also found that where there are reductions of greater than 20% in terms of VSC, the rooms in question (living rooms) are either dual aspect (with secondary windows meeting the target values for VSC and therefore meet target values for daylight distribution (>1.5%) , or retain at least 27% VSC in absolute terms (a good daylight level). Bedrooms are not dual aspect and there are four

rooms (lower and ground floor) which will experience a reduction in daylight of more than 20%. Notwithstanding this, these rooms would still achieve the minimum values of Average Daylight Factor (ADF) set out in the BRE Guidelines i.e a value >1%. The addendum submitted following the removal of the fourth storey of accommodation states that the assessed daylight and sunlight impact of the proposed scheme on Daisy Hill Court will be reduced, all rooms will continue to meet ADF target values and they would remain well lit.

114. On this basis although it has been found that the proposed apartment will have an impact on existing daylight levels within rooms of the adjacent Daisy Hill Court development, the level of impact is not judged to be unacceptable in terms of the requirements of DM2.
115. In terms of outlook, it is acknowledged that this will be affected by the development and that existing open views will in part be replaced by a new building. However, the application site comprises phase 2. Development of this part of the site is planned and the character and appearance of the housing development is expected to evolve as the whole site is developed. The proposed elevation facing Daisy Hill Court will include 2 gable end walls each constructed in a different brick colour and fitted with a wire framework which will support climber plants. The existing flats within Daisy Hill Court which are situated on the corner closest to the river valley (4 x flats), retain open views to the south west from the kitchen and from the secondary lounge window. Outlook from balconies sited on the north west elevation will be partially obstructed but the position of the balconies will still allow for views, in particular in a south – westerly views, to be maintained. Furthermore due to the positioning of the new block, the balcony and windows to the living accommodation within the flats in the north east corner of Daisy Hill Court (4x flats) will not directly look out onto the new block but instead will look out onto the pavilion, car park, square and bungalows beyond. The bedrooms of the flats (in particular lower ground and ground flats closest to the river valley) will be affected to a greater extent; however overall it is felt that the outlook will be satisfactory and that the level of harm is not at a level to justify a refusal.
116. The proposal will not result in direct overlooking between windows as there are no windows proposed within the gable end of the block facing Daisy Hill Court. Although the rear elevation of the proposed apartment block has projecting balconies, they are to be fitted with side privacy screens preventing direct views in the direction of Daisy Hill Court.
117. In planning terms when judging the relationship of the two blocks it is relevant to consider both the built form relationship i.e. how development as a whole will appear in short and long distance views (assessed in para. 99, and found to be acceptable) as well as amenity considerations in relation to potential loss of daylight and sunlight, outlook and overlooking. Having considered the impact of the proposal on the existing neighbours the development is judged to be in accordance with DM2.

Living conditions for future residents

118. The site will provide 50 units of accommodation which range in size from one bedroom flats to three bedroom bungalows. All units exceed national space standards complying and are M4(2) compliant (accessible and adaptable dwellings).

119. It is considered that the scheme has been well designed so that all properties benefit from good levels of light and outlook. All of the bungalows benefit from a private garden and a number of the apartments will have balconies. The apartment block will also have an area of shared amenity space. The gardens are all relatively small but they are of sufficient size for the enjoyment of residents. The proposed pavilion landscaped courtyard will be available to all residents.

Main issue 5: Landscaping, open space and biodiversity

120. Key policies and NPPF paragraphs – R42, DM3, DM8, NPPF paragraphs 9, 17 and 56.

121. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 118.

122. A key requirement of policy R42 is that development of this allocated site should: result in improved Yare Valley green infrastructure and minimise impact on the landscape of the Yare Valley.

123. Under policy R42, 5.5 hectares of land is allocated for housing and 17.5 hectares of surrounding land is identified for green infrastructure improvement.

124. The surrounding land includes important habitat, consisting of fen vegetation, grazing marshes, drainage dykes, alder and willow fen, part of which is designated as a County Wildlife Site (CWS). Bartram Mowers (site owners) have entered into a ten year management agreement (High level Stewardship Scheme) with Natural England for the whole of their site (17.5 hectares) not allocated for development.

125. The Masterplan and Phase 1 development established the scope of green infrastructure improvements as including:

- (1) public access to Strawberry Fields, to the north of the site;
- (2) an enhanced river walk;
- (3) the creation of a new public open space (located between the development and the County Wildlife Site); and
- (4) the creation of a new footpath close to the A11 connecting to the river walk.

Policy R42 requires long term management of all land to be secured in perpetuity.

126. Phase 1 development secured public access to Strawberry Fields (1) and the first section of the river walk enhancements (2). This application includes the new public open space proposals (3) which incorporate a new footpath connecting to the river walk (4).

127. The open space is intended to function as a natural buffer to the County Wildlife Site, contribute to the landscape character and biodiversity value of the Yare Valley and provide publically accessible recreational space. The landscape proposals show a naturalistic landscape treatment comprising a mosaic of habitats, including: amenity and rough grassland; wildflower meadow; and native tree and shrub planting. A water feature is proposed providing both a focal point to the open space and necessary surface water attenuation. Formal and informal footpaths are

proposed as well as seating. Footpaths connect with Strawberry Fields and with the Yare river walk, providing opportunities for circular walking routes.

128. The proposals have been reviewed by the council's landscape officer who considers the open space 'presents an acceptable landscape design approach, with an appropriate level of connectivity through the development to enable public access and access by residents, without giving the impression that it is under the ownership of the residential development. There is an adequate connection proposed between Bluebell Road and the River Yare, and the design approach presents a naturalistic transitional landscape treatment between the development site and the adjacent County Wildlife Site.' The council's ecology officer has advised that the scheme provides for ecological enhancements by introducing a wider variety of habitats. In the event of planning permission she recommends a number of planning conditions, one of which would secure provision of 2 hibernaculas (the semi improved grassland area is suitable reptile habitat).
129. The open space will offer a suitable protective buffer to the County Wildlife Site (CWS) and all land will continue to be managed in accordance with the Natural England Higher Level Stewardship Agreement. Norfolk Wildlife Trust have raised no objection to the application confirming open space proposals are compatible with management of the adjacent CWS.
130. In the event of the application being approved the S106 Obligation will secure:
- (a) A fully detailed open space landscape scheme;
 - (b) Implementation of the scheme;
 - (c) Public access rights; and
 - (d) Long term management arrangements/responsibilities for the land, including the County Wildlife Site and footpaths.
131. Within the phase 2 residential development itself, the landscape proposals include:
- (a) Structural and ornamental shrub planting of all front garden areas;
 - (b) Ornamental trees within front and back gardens (crab apple and cherry); street trees (pear and hornbeam) aligning the principal N-S route (connecting phases 1 and 2);
 - (c) Naturalistic planting of the understorey of existing tree belt (adjacent to Bluebell Road) and of areas bordering the open space; and
 - (d) A landscaped pavilion square.
132. The council's landscape officer has commented that the landscape concept offers an appropriate balance between a suburban setting and the wider natural valley landscape; the pavilion square, includes a more meaningful design and space that should attract residents and visitors thus fulfilling its potential as part of the shared amenity space within the development area; and the proposed tree and plant specification will provide year round interest. It is considered that the planting proposals will make a positive contribution to the character of the development,

support enhanced biodiversity and create a visual connection with the open space and the wider landscape.

133. In terms of the landscape proposals for the part of the development bordering the proposed open space, the Yare Valley Society have stated that this should include in-depth tree and thicket planting. They state that this approach would accord with the Landscape Mitigation Masterplan included within the Site Masterplan document, which was specifically recommended to 'screen rooftop views from the west'. Such planting is not proposed in this location. Instead within the open space, new tree groups/copses set within wildflower meadow are proposed as well as individual 'parkland' trees. This will not create a landscape barrier but instead a softer landscaped boundary allowing for filtered views and the opportunity for a degree of natural surveillance of the open space. Within the development naturalised planting is proposed comprising bulbs naturalised within grass. This approach is judged to be preferable by the council's landscape officer having regard to the predominant single storey height of phase 2 as opposed to the 2-3 storey development potentially allowed for by the Masterplan.
134. Overall the landscape proposals for both phase 2 and for the creation of a new open space will deliver both social and environmental benefit and assist in mitigating the impact of the development within the Yare Valley. The landscape proposals are judged to comply with the requirements of: policy R42 for green infrastructure enhancement; DM 3 and DM 6 which seek to safeguard and enhance wildlife habitats and require development to include integrated landscape to enhance the appearance and character of the built and natural environment; and DM8 and the requirement for new development to contribute to the provision, enhancement and maintenance of local open space. In addition to the S106 Obligations referred to in paragraph 130 planning conditions are recommended securing implementation and future management of the residential landscape scheme, removal of PD rights in relation to front boundaries and the implementation of phase 2 river walk enhancements.

Main issue 6 : Trees

135. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
136. The site is predominately covered in mown grass and falls from north east to south west. The trees that are present are predominately around the outside boundaries although the grass fields are punctuated by tree belts and groups. It will be necessary to remove some trees in order to accommodate the proposed development and to widen the access road, but these trees are all of low quality and value. The trees being removed are small examples of silver birch, cherry, plum and field maple that are internal to the site.
137. A row of poplars along the northern boundary of the site provide good screening but are closely spaced and warrant management if retained. The row of predominately Norway maples which lies along part of the Bluebell Road frontage, is a strong tree feature and offers visual amenity to the area. This will be protected during the works.
138. Planning conditions are recommended securing tree protection along with a method statement and arboriculturist monitoring in relation to the proposed ramped pedestrian access from Bluebell Road and widening of the footpath near T157. The

council's tree officer has advised that these operations are achievable, but will need to be constructed with care to avoid damage to the trees.

Main issue 7: Transport

139. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.

Trip generation

140. The site benefits from good levels of non-car accessibility to local services and facilities in Eaton and active recreational opportunities within the Yare Valley. The site is also in close proximity to bus stops which provide regular bus access into the City Centre. The site's proximity to the existing pedestrian network and local amenities presents an excellent opportunity to encourage the use of sustainable transport from the development site.

141. A transport statement has been submitted with the application and one of the issues that this addresses is trip generation. The use of the site as a children's nursery had the potential to generate 27 trips in the AM peak, 21 trips in the PM peak and 100 trips across the 12 hour period.

142. It should be noted that the transport assessment is based on the scheme as first submitted and has not been updated to reflect the reduction of dwellings to 50. For 54 units of sheltered accommodation it is anticipated that there will be 122 daily vehicle trips which includes 9 two way trips in both the AM and PM peaks and an average of 10 trips per hour across the day. Overall this equates to approximately one vehicle every 6 minutes over a 12 hour period.

143. The net impact assessment demonstrates that, whilst the development proposals are expected to result in an additional 22 two way daily trips across the day, equating to two additional trips per hour, the number of trips in both the AM and PM peaks are expected to decrease by 18 and 12 respectively. This change is not expected to have a significant impact upon the operation or safety of the local road network, especially given that the trips are expected to be more evenly distributed across the day in comparison to the former site use whereby trips were concentrated in the AM and PM peaks. Furthermore the reduction in total number of dwellings from 54 – 50 will reduce this impact.

Vehicular and pedestrian access

144. In accordance with the Masterplan, vehicular access to the site from Bluebell Road will be via the existing access point, which will be modified. At present there is an existing shared cycleway/footway across this access point and this will continue to have priority over the junction. A raised table is proposed within the site on the approach to the shared route. The local highway authority has confirmed that the junction is satisfactory and that adequate visibility can be achieved. They recommend the imposition of a condition to agree the detailed specification of the junction including road markings.

145. Access to the proposed development from the access road will be provided via a bellmouth junction and the overall residential layout is based around the creation of cul-de-sacs. In response to the proposed internal road layout as first submitted, concern was raised with the applicant that there was an excessive amount of

engineered road which in combination with the quantity of parking spaces resulted in an overly engineered layout. This has been addressed in the amended scheme through the reduction in private car parking spaces and the provision of more shared surfaces.

146. The proposal will also enhance pedestrian links through the site. There will be pedestrian access from phase 2 into phase 1 and there is also a proposed ramped access to Bluebell Road from the development.

Car parking

147. The proposed car parking provision is considered to be appropriate to meet the needs of the development, given McCarthy and Stone's previous experience of car ownership at their developments. The level of car parking also accords with the Local Plan. There was concern that there was a lack of visitor car parking spaces but this has been addressed through the revisions which has reduced the amount of allocated parking spaces and increased the number visitor parking spaces. All residents will also have access to EV charging points. Where feasible the bungalows will have the infrastructure installed so residents can charge cars within their own space but where this is not feasible residents can use the two visitors spaces which have EV charge points.

Bin, bike and buggy storage

148. The bungalows will have space for the storage of bins within their garden areas and there is a bin store within the flats which is of adequate size all of which can be adequately serviced. Some of the bungalows have garages which can be used for the storage of bikes and/or buggies. The other bungalows will have a shed within the garden. There is a shared cycle/buggy store for the apartments.

Main issue 8: Energy and water

149. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.
150. The development is proposed to adopt a fabric first approach to their specification and the proposed U- Values are a significant uplift on the minimum requirements under Part L.
151. In order to meet the 10% renewable target it is proposed to install photovoltaics. A plan has been submitted indicating the extent and location of PV panels. PVs are shown confined to four blocks, the three apartment buildings and plot 1. The approach which seeks to maximise the output and minimise the number of panels to meet the 10% minimum requirement is considered acceptable and appropriate to the landscape setting.
152. Further details of the fabric first measures can be secured by condition. A condition should also be attached to any future planning permission to ensure that a water conservation standards.

Main issue 9: Flood risk

153. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.

154. The development site is location in flood zone 1 and therefore it can be assessed as at low risk from the effects of flooding. The site is in the close proximity of flood zone 2 and 3 (almost 100 metres away on plan), both related to the fluvial and tidal flows of the River Yare. However, due to the relative elevated position of the site at least 3 metres above the top bank level of the River Yare, the site is not considered at risk from these occurrences. All development has been sequentially sited within flood zone 1 and the access and egress route travels through flood zone 1 and therefore there is a safe route of access. Floor levels are also set above the 0.1% (1 in 1000) annual probability flood level, inclusive of climate change
155. In relation to surface water flooding, there is an area at low risk of flooding that runs in between the east and western sides of the site. This equates to a water depth of less than 0.1m for a 1 in 1000 year (0.1%) surface water flooding event. The surface water pluvial flooding map also shows pockets of low significant flooding within the site towards the north east. These areas are most likely ponding of water within the site due to heavy rainfall.
156. As part of the adjacent phase 1 development, an infiltration basin was constructed and is already in operation. It was designed with the potential to be extended at a later stage to serve the phase 2 development. It is proposed to enlarge the basin as part of the scheme to utilise the preferable infiltration rates. The phase 2 development includes areas of permeable hardsurfaces. Surface water from non-permeable surfaces will drain through a network of pipes to the drainage basin. The network includes a series of traps and filters. The SUDs feature will have sufficient capacity to ensure no flooding occurs for 1%AEP return period +40% cc. The basin is designed to be positive landscape feature and will include marginal planting to support biodiversity. This form of SuDS is welcomed and the LLFA has confirmed that the drainage strategy is acceptable. Full details of the scheme, implementation and future management would be secured through the imposition of planning condition.

Main issue 10: Affordable housing viability

157. Key policies and NPPF paragraphs – JCS4, DM33, NPPF paragraph 50.
158. As referred to in paragraph 83 of the report, the scheme provides for 14 affordable dwellings, equating to 28% of the total number of proposed dwellings. The applicant has submitted a Viability Assessment (VA) and BNP on behalf of the council has undertaken an independent review of the VA. This review has involved scrutiny of all inputs into the viability model and, on the advice of BNP, an independent cost audit. The assessment was based on the scheme as first submitted – that is a scheme of 54 dwellings. BNP advise that based on a scheme of 54, the viable level of affordable housing provision is 14 dwellings, generating a profit circa 16.4%(GDV). The NPPG states that 15-20% GDV can be considered a reasonable return to developers. Given the significant need for affordable housing in Norwich the Affordable Housing SPD indicates that a reasonable profit will be deemed to be at the lower end of this range. The applicant has agreed to provide 14 affordable dwellings on a reduced scheme total (50). This will generate a lower development value and a profit level below 16.4%. Given current economic conditions this level of provision is considered acceptable.
159. The proposed 14 affordable housing units are located in a single block. This is considered acceptable, and preferred by local registered providers, as this will allow

for a registered provider to take ownership of this whole block for ease of management and to keep service charges to a minimum.

160. In terms of tenure mix, all apartments will be for social rent, rather than including a proportion of intermediate tenure units allowed for by policy (85% rent :15% intermediate).The block is served by a lift to all floors, has dedicated communal external amenity space and residents parking.

161. The strategic housing officer has indicated support for the scheme. He advises that:

‘ McCarthy & Stone have reached agreement with Norwich Housing Society to purchase the social dwellings. This builds upon their partnership in phase 1 of the development which saw the delivery of 20 affordable dwellings. This means that across the site as a whole the applicant will have delivered 34 affordable dwellings for social rent giving an overall delivery of 30%, all for social rent. Had the developments been fully compliant then 31 properties for social rent and 6 for intermediate tenure would have been required but we know that the greater need in the city is for social rent so a greater delivery of this tenure better meets housing need.’

162. JCS4 allows the proportion of affordable housing to be reduced where the full requirement for affordable housing would render the site unviable. Independent review of the scheme has shown 14 units to the viable amount. The affordable units in terms of number, type and tenure will take a positive contribution to addressing housing need in the city. A S106 Obligation will secure this affordable provision. In accordance with the Affordable housing SPD the S106 will also include provision for further viability review (upwards only) in the event of development not being delivered within a specified time period.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition/No - expand/Not applicable
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition

Sustainable urban drainage	DM3/5	Yes subject to condition
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Other matters

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

Contamination - The site was part of a nursery and garden machinery company and as such there is potential for contamination. A Desk Study/Site Investigation Report was submitted with the application and this indicates that asbestos and elevated levels of lead were encountered across the site. There is also the potential for the buildings proposed to be demolished to have asbestos containing materials within their fabric. Therefore it is proposed that a number of contamination conditions are attached to any future permission to ensure that the proposal will not pose an unacceptable risk to the environment or public health. It is considered that measures to mitigate contaminants are achievable and an appropriate planning condition is recommended.

Archaeology – The proposed development site lies adjacent to an area where, in 1838, 1851 and 1868, a large number of Roman pottery sherds were recovered. The number found along with the presence of wasters suggest that there may have been a Roman kiln site in the area. In addition a large amount of Prehistoric flints have been recovered from the files to the north. Consequently there is potential that heritage assets with archaeological interest will be present at the site and that their significance will be adversely affected by the proposed development. Archaeological trial trenching has been carried out and an archaeological valuation has been submitted. This has been approved and HES make no further recommendations for archaeological work.

Equalities and diversity issues

165. Development does impact upon Phase 1 where residents are elderly. Under the Equality Act, age is a protected characteristic. However, the impact is upon their amenity which has been assessed in paragraphs 107-117 of the report. In balancing impact, it also has to be considered that the scheme provides new accessible homes for the elderly, including for elderly people who are in housing need.

S106 Obligations

166. The following matters are to be secured by a S106 Obligation:

- (a) Affordable housing – provision of 14 x 1 bed apartments for social rent;
- (b) Further viability review (upwards only) in the event of development not starting and or being occupied within specified timescale;
- (c) Public open space – detailed scheme/ implementation/management in perpetuity;

- (d) Footpath to the River Yare close to the A11 Newmarket Road embankment and tree belt – detailed scheme/ implementation/management in perpetuity;
- (e) County Wildlife Site - management in perpetuity;
- (f) Public access rights.

Local finance considerations

167. 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.
168. 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.
169. In this case local finance considerations are not considered to be material to the case.

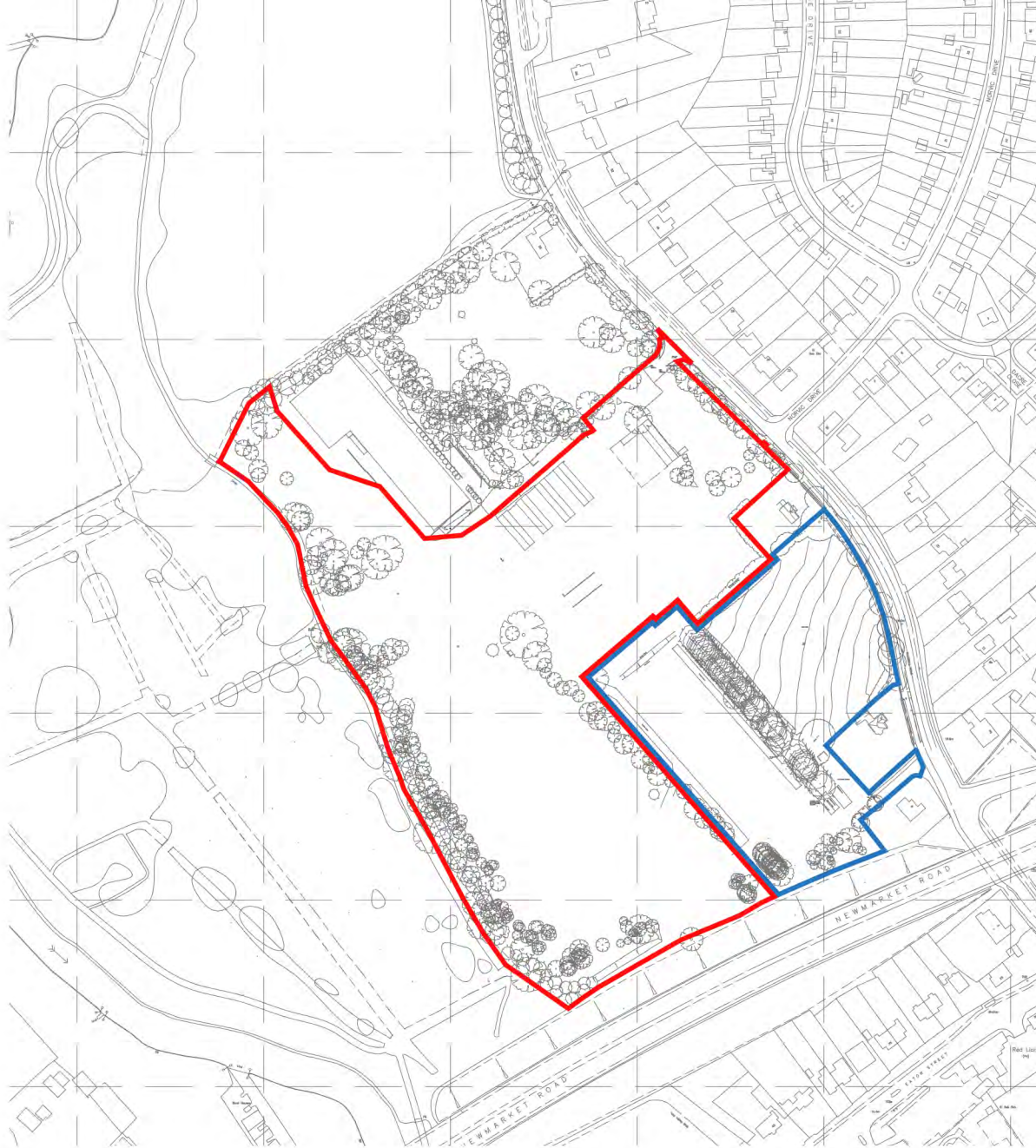
Conclusion

170. This is an allocated housing site and the scheme for 50 dwellings makes efficient use of the land. The proposed quantum of development allows 14 affordable dwellings to be secured. The social benefit of delivering housing, in particular maximising the potential for the provision of affordable housing, is capable of being attributed weight in the planning balance.
171. The scheme is principally single storey and the proposed landscape scheme includes new tree planting which will positively relate to existing trees on the Bluebell Road boundary. The proposed open space is designed as a natural area supporting local biodiversity. Public access to this open space will enhance recreational opportunities and deliver health and wellbeing benefits. These benefits are capable of being attributed significant weight in the planning balance. The design, scale and density of the development in combination with the proposed landscape mitigation, minimise the impact of development on the character of the Yare Valley.
172. The proposed three storey apartment block will result in some harm to the amenity of existing residents of Daisy Hill Court and this is capable of being attributed weight in the planning balance. However, the level of impact is not judged to be unacceptable, having regard to the detailed arrangement between the two blocks and the light and outlook that would remain to/from principal rooms.
173. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 19/00911/F - Bartram Mowers Ltd Bluebell Road Norwich NR4 7LG and grant planning permission subject to the completion of a satisfactory legal agreement to include obligations referred to in paragraph 166 and subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Restriction – over 55s
4. Construction Management Plan – (including arrangements for construction parking)(Pre-commencement)
5. Protection - Tree protection/method statement/monitoring;
6. Protection - Nesting birds;
7. Contamination investigation/remediation(pre-commencement);
8. Stop work – unknown contamination;
9. Imported material – certification;
10. SUDs scheme (pre-commencement);
11. Stop work - unidentified archaeology;
12. Highway: Bluebell Road access - detailed scheme for the first 10m vehicular/pedestrian/cyclist access;
13. Materials - full details (including privacy screens);
14. External lighting - full details;
15. Fabric first/PVs – full details;
16. Fire hydrants – full details;
17. Implementation - approved landscape scheme;
18. Implementation – approved ecological mitigation/enhancements;
19. Implementation - approved phase 2 river walk enhancements;
20. Implementation - approved parking and servicing arrangements;
21. Implementation - approved EVCPs;
22. Provision – small mammal access;
23. Comply - water efficiency requirement 110l/person/day;
24. Comply - 10% accessible/adaptable homes;
25. Restriction - PD removal – front boundary treatments.



REV	DATE	CHK	AMENDMENTS
F00	21/06/2019	JE	Issue for Planning

REF HEALTH AND SAFETY INFORMATION - CONSTRUCTION RISKS
 See M&S register

NOTES
 Dwg. based on existing site information provided by McCarthy and Stone.

DO NOT SCALE FROM THIS DRAWING ALL DIMENSIONS TO BE CONFIRMED ON SITE BY THE CONTRACTOR PRIOR TO CONSTRUCTION

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McCarthy & Stone
 JOB
Bluebell Road, Eaton, Norwich



DRAWING
Location Plan

STAGE 3 - Planning			
SCALE	PAPER	A1	DATE
1:1250			Jun 2019
JOB	DWG	REV	
9011	001		P00

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- Legend**
- EXTERNAL LANDSCAPING MATERIALS/SETC**
- Public Open Space Planting
 - Existing Trees
 - Proposed Trees
 - Communal Open Space & Private Front Gardens (supplementary planting as landscape proposals)
 - Private Rear Gardens (Grass)
 - Bound Gravel
 - Hedge
 - Shared & high use surfaces (Tarmacadam)
 - Block Paving - permeable
 - Granite Self Rumble Strip
 - Concrete Setts
 - Private Parking - permeable block paving
 - Visitors Parking - permeable block paving
 - Designated Footpaths (Asphalt)
 - Private Footpaths - 120mm wide 600 x 600mm slabs
 - Garden Wall 1.8m high 215mm thick with inset close boarded panels between piers
 - Close Boarded Timber Fence 1.8m high
 - Private Rear Gates
 - Recycling/ Household/ Garden Waste Bins
 - Bin collection points
 - Bollards at 200mm and 300mm centers (as shown)
 - 40 amp electrical charge point provided in all garages or at the building edge where parking is adjacent/nearby
 - 40 amp electrical charge point provided on pedestals where remote from a dwelling

Location and route to be agreed on site with tree officer. (No dig solution)



REV	DATE	CHK	AMENDMENTS	REF	HEALTH AND SAFETY INFORMATION - CONSTRUCTION RISKS	NOTES
P00	21/06/2019	JE	Planning Issue			Masterplan based on existing site information provided by McCarthy and Stone.
P01	25/08/2019	VH	Planning Amendments			
P02	25/08/2019	EG	Updated following planning feedback.			
P03	19/10/2019	EG	Flat block 37-54 updated.			Site proposals laid over Topo dig 23877A (Connect Survey) received 24.04.2019. This drawing shows no grid ref. figures. M+S Item to investigate (note added 11.06.2019).
P04	28/10/2019	EG	Updated to comments from McCarthy & Stone.			
P05	28/11/2019	EG	Updated to clients 'design freeze' comments & Paul Basham associates drawing.			
P06	26/03/2020	GN	Updated to client and planners comments			
P07	03/07/2020	DD	Landscape details updated			

REF HEALTH AND SAFETY INFORMATION - CONSTRUCTION RISKS

See M+S register

NOTES

Masterplan based on existing site information provided by McCarthy and Stone.

Site proposals laid over Topo dig 23877A (Connect Survey) received 24.04.2019. This drawing shows no grid ref. figures. M+S Item to investigate (note added 11.06.2019).

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DRAWING
Proposed Site Layout

STAGE 3 - Planning			
SCALE	1:250	PAPER	A1
DATE	24.04.2019	REV	
JOB	9011	DWG	100
REV			P07








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Key:

Open Space Area











-  Existing individual trees (Including Root Protection Areas)
-  Existing groups of trees to be retained
-  Existing trees and hedgerows to be removed / trimmed
-  Proposed Woodland Edge Mix - Native Tree and Shrub planting
-  Proposed standard trees in woodland edge mix
-  Proposed wetland planting (Marginal and aquatic)
-  Proposed parkland trees

-  Proposed amenity grass - including verges to footpaths
-  Proposed Wildflower Meadow
-  Existing/Proposed Rough Grassland, formed with tussocky grass and wildflower mixture
-  Proposed Attenuation Basin wetland meadow, formed with grass and wildflowers tolerant of seasonally wet conditions.
-  Proposed Mown grass path
-  Proposed Bulb planting
-  Proposed Pond

Hardworks

-  Proposed Leisure Route (Compacted crushed stone with a timber edge, 1.5m Wide)
-  Proposed seats
-  Existing Timber Post and wire fence to be removed
-  Existing/Proposed Metal estate rail fence

Residential Area

-  Proposed street trees
-  Proposed garden trees
-  Proposed small ornamental trees
-  Proposed native planting
-  Proposed structural shrubs / evergreen planting
-  Proposed ornamental planting
-  Mown lawn
-  Long grass / wildflower meadow seeding
-  Bulbs naturalised in grass
-  Water feature

Rev B: Incorporates revised location of bollards. DT 14.07.2020
 Rev A: Planting updated following changes to architectural proposals. DT 10.07.2020

Number	Revision	By	Date



Project
 Eaton Bungalows, Bluebell Road
 Norwich

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Woodbridge	01394 380509	<input type="checkbox"/>
London	020 7252 0002	<input type="checkbox"/>
Norwich	01603 230777	<input type="checkbox"/>

Drawing
 Landscape Masterplan

Job No.	B19038
Dwg. No.	103B

Status
 Planning

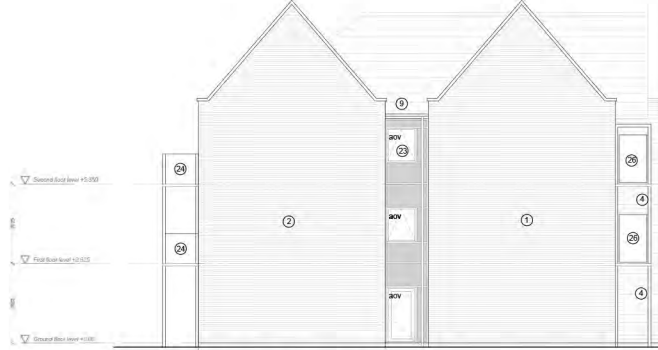
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Checked	PW

Date
 30.05.2019

Date	30.05.2019
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Do not scale off drawing. All dimensions & Levels are to be checked on site. Any discrepancies must be reported to the landscape architect immediately.
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East Elevation



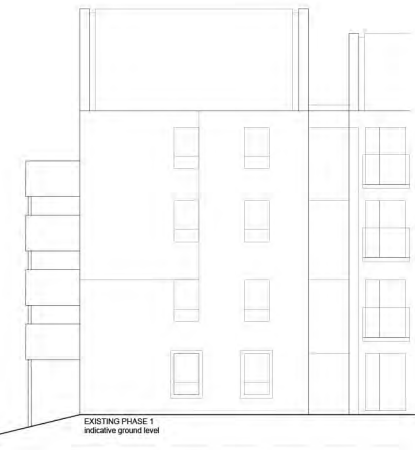
North Elevation



West Elevation



South Elevation



EXISTING PHASE 1
indicative ground level



REV	DATE	CHK	AMENDMENTS
P00	21/06/2019	ARW	Planning Issue
P01	26/06/2019	VH	Planning Amendments
P02	29/11/2019	GD	Updated to client 'Design Freeze' comments
P03	23/03/2020	GN	Bicycle store door relocated
P04	03/07/2020	GD	Elevations amended to coordinate with adjusted floor plans
PR0	14/07/2020	GD	Privacy screens added to north elevation

NOTES

HEALTH AND SAFETY INFORMATION - CONSTRUCTION RISKS



XXXX

NOTES

- 1 Multi stock red brick (with grey)
- 13 Obscured glazing (tinted)
- 14 Rooflights
- 15 Timber post with brick plinth
- 16 Flat roof with lead flashing
- 17 Garador garage door
- 18 Canopy
- 19 Sliding door/windows (light grey)
- 20 Horizontal boarded doors to match cladding
- 21 25mm recessed red brick panel
- 22 Lead flashing to wall abutment
- 23 AOV with side blanking panel
- 24 Glazed balcony
- 25 Dry Riser
- 26 Privacy Screen

NOTES

- 13 Obscured glazing (tinted)
- 14 Rooflights
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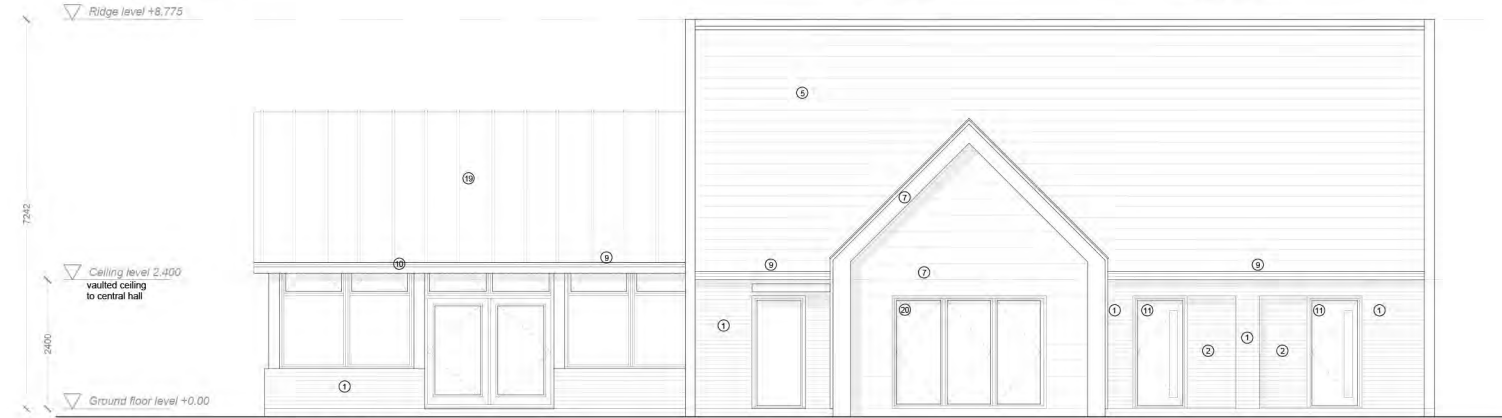
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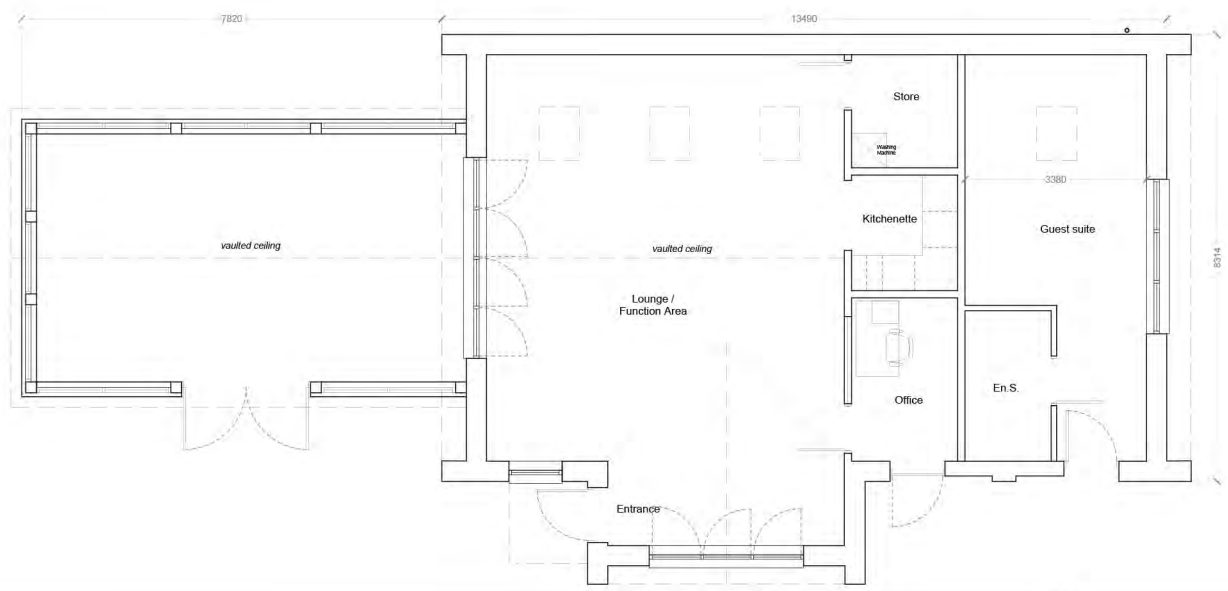
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DRAWING
Flats Plots 37 - 54
Elevations

STAGE 3 - Planning				
SCALE	1:100	PAPER	A1	DATE
JOB	9011	DWG	122	REV
				01.05.2019
				P05



Front Elevation



REV	DATE	CHK	AMENDMENTS
P00	21.06.2019	ARM	PLANNING ISSUE
P01	28.10.2019	EG	Updated to clients comments.

REF	HEALTH AND SAFETY INFORMATION - CONSTRUCTION RISKS
⚠	See M+S risk register items

- NOTES
- Multi stock red brick (with grey)
 - One course of red brick recessed 25mm
 - Grey brick
 - Two courses of grey brick recessed 25mm
 - Cobblebed flint
 - Horizontal boarding
 - Grey plain tiles
 - Rustic red plain tiles
 - Black metal cladding
 - Glazed Juliette balconies
 - Black rainwater goods
 - Dark grey fascias, soffits and bargeboards
 - Sliver / Tabed door style (colour: TRC)
 - Doubled glazed casement windows (light grey)
 - Occluded glazing (isopolle)
 - Rooflights
 - Timber post with brick plinth
 - Flat roof with lead flashing
 - Carador garage door
 - Canopy
 - Standing seam roof cladding
 - Sliding doors/screws (light grey)

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DRAWING
Pavillion
 Plan and elevations

STAGE 3 - Planning			
SCALE	PAPER	A1	DATE
1:50			01.05.2019
JOB	DWG	REV	
9011	117		P01



