

Planning Applications Committee

Section B

21 August 2008

Agenda Number:	B2
Section/Area:	OUTER
Ward:	EATON
Officer:	Rob Parkinson
Valid Date:	29th August 2007
Application Number:	07/01018/F
Site Address :	Civil Service Sports Ground Wentworth Green Norwich Norfolk
Proposal:	Erection of 78 dwellings, associated vehicle and pedestrian/cycle accesses, ground works and open space.
Applicant:	Persimmon Homes Anglia
Agent:	Bidwells

THE SITE

The application site (4.27ha) is in Eaton, located on the former Civil Service Sports Ground site south east of Wentworth Green and north of Brentwood and Greenways. The site is bordered by residential areas on all sides, though there is some buffering offered by tree belts on along the north west and north east sides of the 'rectangular' site. The site is currently allocated for residential development in the City of Norwich Replacement Local Plan (2004). The site is not in a Conservation Area. The buildings on the site are currently disused

sports facilities for storage and changing areas and have not been used since the closure of the facility in 1999.

PLANNING HISTORY

4/1990/0629 - Erection of squash courts. (INSFEE - 17/09/1990)

4/1990/0910 - Condition 3: Details of landscaping and planting works and amended fencing details for previous permission 4880826/F "All weather sports area with associated fencing and repositioning of floodlights." (REF - 25/04/1991)

4/1993/0445 - Alterations to hard surfacing and fencing at coach entrance. (APCON - 01/10/1993)

4/1997/0257 - Erection of 25m telecommunications mast. (REF - 26/06/1997)

4/1997/0957 - Erection of 25m telecommunications mast (WD - 21/01/1998)

4/1998/0442 - Erection of 20m high mast for telecommunications equipment (approx. 24m maximum height with antennae) (REF - 16/07/1998)

07/01018/F - Erection of 78 dwellings, associated vehicle and pedestrian/cycle accesses, ground works and open space. (PDE -)

THE PROPOSAL

Erection of 78 dwellings, associated vehicle and pedestrian/cycle accesses, ground works and open space.

The application proposes to remove the existing buildings and use the land for residential development of a total 78 dwellings comprising 14 five-bedroom houses, 13 four-bedroom houses, 12 three-bedroom houses, 12 two-bedroom houses, 7 one-bedroom houses and 20 two-bedroom apartments. There is one off-street car parking space provided per dwelling, including some garaging and car ports, and there are four spaces for visitor parking across the site. Communal bin storage areas are provided for the whole site, with shared cycle storage facilities for the two blocks of flats.

Two points of vehicular access would be created from the existing openings at Wentworth Green and Brentwood to provide two cul-de-sac loops, each to serve half the development. Only pedestrian and cycle access is possible across the site, and along existing paths along the site's perimeter (Donkey Lane and the existing track off Wentworth Green) which already form part of the Green Links network.

Some 1.9 ha of amenity space is proposed along with the landscaping element that includes the retention of tree belts. This includes two sports mini-pitches, a defined and equipped childrens play area, and an open space area. The layout and equipment to be provided will need to be determined to fulfil the requirements of a planning condition.

The application has been supported by a Design and Access Statement, Transport Statement, Flood Risk Assessment, Tree Assessment and

Supplementary Arboricultural Method Statement, Bat and Reptile Survey, and a Renewable Energy Strategy.

CONSULTATIONS

The application has been advertised on site, and in the press, and the surrounding residents have been notified.

Neighbours

At the time of writing the report there had been 44 letters of objection to the application, all the comments received have been summarised and appended to the report. In addition, a petition of 80 signatures has been submitted requesting that traffic lights be installed at the Sunningdale/Newmarket Road junction to manage the extra traffic and that the site be cleared up and existing buildings demolished as part of the works, in order to avoid anti-social behaviour at the site.

Eaton Liberal Democrats

Concerns over the lack of provision made for managing the increased traffic loads arising from the development, suggestions that the double yellow lines could be used at Wentworth Green and Brentwood as well as Sunningdale, that cyclist crossing points over Sunningdale will need to be improved, and the suggestion that traffic lights could be included at the Sunningdale/Newmarket Road junction.

Eaton Village Residents Association

Although the overall layout is considered pleasing, numerous concerns were raised on the overall application and design. These are: there may not be room for a footpath either side of the access road from Wentworth Green; there should not be more than 70 dwellings on the site; the traffic generation figures are ambiguous; the roads may not be wide enough for refuse vehicles to access; footpaths should be protected from use by motorbikes; litter bins should be provided around the site; users of Donkey Lane may find the junction dangerous; and concerns that the open space does not meet the 2ha requirement. In addition, concerns have been raised that the additional traffic will create dangerous road junctions in the area due to driver's visibility and connecting footpaths being compromised.

Eaton and University Community Forum

Consideration should be given to making provision for improving protection of the cycleway that crosses Sunningdale junction through the planning obligations agreement. This could take the form of a raised table or other feature to raise motorist's awareness of the presence of the cycle route.

Environment Agency

The Environment Agency have removed an initial objection to the proposal, following revision of the scheme, to include provision of a subterranean collection and soakaway chamber for the highways run-off.

The Environment Agency approve the use the proposed drainage system on the understanding that:

- the Highway drainage network discharging to the aquacell soakaway will be adopted and maintained by the City Council under a Section 38 Agreement with Norfolk County Council Highways;
- the surface water drainage network serving plots 22-34 will be adopted and maintained by Anglian Water Services Limited under a Section 104 agreement;
- the ownership and maintenance of the Lined House Soakaways serving the drainage of dwellings over the rest of the site will be subject to legally binding maintenance clauses included within the deeds to each property.
- The future maintenance of the attenuation tank providing stormwater storage associated with drainage from plots 22-34 will be subject to legally binding maintenance clauses included within the deeds to each property associated with these plots.

Anglian Water

Anglian Water have confirmed that there is capacity within the existing public sewer within Brentwood for foul drainage of all dwellings, and the scheme is acceptable subject to standard drainage conditions. They would not accept highways-only flows into public sewers unless there were exceptional circumstances.

Natural England

Based on the lack of bat roosts or reptiles on site, Natural England have no objection to the proposal and support the retention and enhancement of the tree belt.

Norwich Society

Concern that the design quality was not of a sufficiently high standard and does not understand the Georgian characteristic.

PLANNING CONSIDERATIONS

Relevant National Planning Policy:

PPS1	Delivering Sustainable Development
PPS1 Supplement	Planning and Climate Change
PPS3	Housing
PPG17	Planning for Open Space, Sport and Recreation

Relevant East of England Plan Policies:

ENV7: Quality in the built environment

ENG1: Carbon dioxide emissions and energy performance

Relevant Local Plan Policies:

NE9 – Comprehensive landscaping scheme and tree planting

HBE12 – High quality of design, with special attention to height, scale, massing and form of development

HBE19 – Design for safety and security including minimising crime

EP16 – Water conservation and sustainable drainage systems

EP17 – Protection of watercourses from pollution from stored materials, roads and car parks

EP18 – High standard of energy efficiency for new development

EP19 – Renewable energy development

EP22 – High standard of amenity for residential occupiers

HOU4 – Element of affordable housing to be negotiated in private developments

HOU5 – Accessibility for wheelchair users

HOU6 – Contribution to community needs and facilities by housing developers

HOU11 – Sites allocated for housing development conditional on provision of open space

SR1 – Minimum standards for provision of open space

SR2 – Accessible local open space facilities in each sector of City

SR3 – Criteria for development of Urban Greenspace and Recreational Open Space

SR4 – Provision of open space to serve new development

SR5 – Allocation of specific areas for open space

SR7 – Provision of children's equipped playspace to serve development

SR12 – Green Links network, including provision by developers

TRA5 – Approach to design for vehicle movement and special needs

TRA6 – Parking standards – maxima

TRA7 – Cycle parking standards

TRA8 – Servicing provision

TRA10 – Contribution by developers to works required for access to the site

TRA11 – Contributions for transport improvements in wider area

TRA14 – Enhancement of the pedestrian environment and safe pedestrian routes

Supplementary Planning Documents (SPD):

Open Space and Play SPD (adopted June 2006)

Transport Contributions SPD (adopted January 2006)

Energy Efficiency and Renewable Energy SPD (adopted December 2006)

Affordable Housing SPD (adopted December 2007)

Flood Risk and Development (adopted June 2006)

Civil Service Sports Ground Development Brief (Adopted February 2005).

Principle of Development

The proposal is in line with government policy in PPS1, the overarching policy statement which aims to ensure that planning promotes sustainable development, and PPS3, which promotes the sustainable location of new housing. It complies with national policy in that it is for housing development on a brownfield site at an appropriate density in an urban area with good access to public transport, local services and facilities.

In terms of local policy the principle of housing development in this location is acceptable and in line with saved policy HOU11 of the adopted City of Norwich Replacement Local Plan. The proposal adheres closely to the Development Brief for the site, which was prepared and adopted in 2005 following extensive public consultation.

The Local Plan housing allocation and development brief provide for at least 70 dwellings and 2 hectares of formal and informal open space on the site. These are indicative minimum figures and are not intended to be fixed requirements, so the increased numbers of dwellings are acceptable given an appropriate density and amenity space provision. Whilst the open space provision is slightly below the requirement (1.9ha), it is considered that other benefits of the scheme will make up for this small shortfall.

Layout and Design

It is considered that the proposal provides an adequate range of size and type of dwelling units. The scheme layout is largely consistent with the Development Brief, providing enhanced visual connection and movement into the site. The layout provides good surveillance of the site and provides a sense of ownership of the amenity space and recreation area by having a continuous frontage facing the open space. The landscaping proposals will enhance the character of the area. Overall, the layout demonstrates that it has taken into account public accessibility and linkage to existing routes and spaces.

The applicant has stated that the boundaries between private and public spaces are defined by the layout of the dwellings, which will be further defined by the incorporation of low walls, fences, or changes on surface treatment as appropriate. This will assist in providing street enclosures with active frontages and interlocked rear gardens, providing natural surveillance and reducing the potential for crime.

Affordable Housing will be provided to 30% of the total dwellings (23 units), being spread across the site in an acceptable distribution and in a variety of sizes and types.

The Local Plan's requirements for provision of publicly accessible open space have been considered as part of the Development Brief and have been provided satisfactorily in the proposed layout.

Residential Amenity and Open Space

The designs of the site layout will include by condition the provision of a combined play space for the children, including separated areas with specific equipment for children aged 0-8 yrs and 8-12 yrs. This is in accordance with the Development Brief. Whilst the original layout shows smaller play areas at each side of the site (which might have improved surveillance but also reduced residential amenity), it is considered that there would be better use and improved supervision and security provided if the combined play area were to be in a more central location, which can be agreed by planning condition. The developer will be required to provide the facility and equipment to an acceptable standard before transferral to the Council.

The smaller area of landscaped open space to the south east of the site cannot be adopted by the Council, so it will instead be transferred to the Registered Social Landlord and held as open space in perpetuity, and will help act as a buffer to existing residential properties on Wentworth Green.

There are some instances where windows will be obscure glazed to protect amenity.

Drainage

The overall drainage strategy for rainwater and surface water comprises three parts. Most dwellings are served by their own or shared soakaways within the rear gardens, which will be within the deeds for maintenance by residents. These will be complemented by extensive use of water butts for rainwater collection. To avoid subsidence, Plots 22-34 will be drained into the existing public sewers at Brentwood, by sealed positive drainage system with flows controlled by hydrabrace systems and storage voids for peak load periods. This system will then be adopted by Anglian Water.

The drainage of the on-site highways has been the subject of much negotiation. Whilst the Environment Agency's preferred option would be to use a swale, this is not compatible with the Council's intention of adopting the land as open space. Instead, the Environment Agency has accepted that the highways system can be drained into a subterranean aqua-cell system (with an open space facility above ground), both of which can be adopted by the Council. This would minimise flood risk and groundwater contamination by using percolators before drainage into the ground.

Traffic and Transport

The proposed layout creates two cul-de-sac loops with vehicular access taken from Brentwood via Greenways and from Wentworth Green via Sunningdale and Newmarket Road. This layout effectively prevents through traffic, but the provision of footpath/ cycleway links ensures permeability by sustainable transport modes, and improves access to the bus stops on Newmarket Road. The design accords with the requirements of the Development Brief (adopted 2005 following extensive public involvement), which required that vehicular

movements to and from the site were distributed reasonably evenly between the Greenways side and Sunningdale.

Some residents have raised concerns about the capacity of the Sunningdale/Newmarket Road junction and suggested that the junction should be signalised as a consequence of this development. However, this should be resisted as Newmarket Road is a main route, and the addition of further light controlled junction on what is a minor side road access would increase congestion on the major route and result in additional delays to public transport, and it is not the Highways Authority's policy to prioritise that use of minor side junctions. Such a move would also result in a substantial loss of trees along Newmarket Road, which would be unacceptable

The additional movements are not a significant increase over and above the existing levels of traffic using the junction, and requiring the development to provide for a major piece of road infrastructure would not be reasonable, particularly as the existing junction operates within its capacity and the delays at peak times are not unreasonable or unusual in urban environments. There has only been one recorded accident at the junction, and that was not during peak times.

However, realigning the junction markings in order to provide a two-car width space for turning onto Newmarket Road in both directions, extending double yellow lines from Newmarket Road into Sunningdale (to avoid parked cars causing congestion at the junction), and installing 'Keep Clear' markings at the junction of Wentworth Green would actually reduce peak congestion and delays at the Sunningdale junction to below current levels, even when the development is completed. It would be reasonable to require this as part of the development and the Developer has agreed to fund the changes and the required Traffic Regulation Order.

The proposal meets the Local Plan criteria for parking in TRA6, cycle storage provision in TRA7 and servicing arrangements in TRA8. Servicing and refuse collection is proposed from communal areas that are accessed from public highways that have been demonstrated to enable servicing access. Surfaces of the shared highways on site will be of an appropriate material to encourage slower speeds and enable shared use.

Pedestrian and cycle access is possible from the existing Donkey Lane, running across the north west side of the site, and the existing track that connects Wentworth Green to Brentwood along the north east boundary of the site, behind the retained tree line. Both form part of the City's Green Links network. There will also be access across the site via a dedicated cycle/footpath connecting the two residential 'loops'.

The developer will be required to provide transport contributions for non-car transport improvements, which will be arranged through planning obligations.

Landscape & Trees

The tree belts are to be retained and enhanced as part of the landscaping proposals. An Arboricultural Method Statement has been prepared to ensure the works will not cause damage to the trees on the site.

Some original concerns that a more central play space location could lead to damage to the tree belt could be addressed through revised designs as part of the landscaping condition.

Bats and Reptiles

In accordance with the requirements of the development brief, an ecological survey was undertaken in 2004 and updated in 2008 to assess the potential presence of roosting bats and common reptiles. Whilst there were no recorded bats roosting on site, there was evidence of foraging and the site's tree belts are a known corridor for bat flights. Whilst there are no mitigation measures necessary, the tree belts have been retained as much as possible to provide feeding grounds. Buffer strips will be provided alongside the trees as part of the landscaping, and gaps planted up where possible. There were no reptile species found during the surveys.

Environmental Considerations and Sustainability

As a scheme of more than 10 dwellings, the proposal needs to demonstrate an ability to secure at least 10% of its energy demand from decentralised and renewable or low-carbon sources. The development will use solar thermal power panels on 45 houses with a south east/south west orientation, to heat water and provide 10.2% of energy demands across the site (note the use of solar thermal panels is not viable for flats). The housing layout has also been orientated to maximise daylight and improve energy efficiency, and will use a number of other design techniques to improve energy efficiency.

There are known to be some flint workings on the site, so the developer will be asked to provide an archaeological watching brief should anything be found on the site.

Planning Obligations

In relation to planning obligations the proposals would trigger the following requirements which would need to be secured via a S106 prior to a decision being made:

- Affordable housing;
 - 30% of total, making 23 units affordable to be transferred to a registered social landlord as required by saved policy HOU4. These will comprise 75% socially-rented units and 25% shared ownership.
- Child Play Space;
 - Provision and equipment to be provided to Council satisfaction as required by saved policy SR7, along with maintenance costs.
- Open Space;

- Provision and equipment to be provided to Council satisfaction as required by saved policy SR4, along with maintenance costs.
- Transport Contribution;
 - Contribution for non-car modes for 78 units as required by saved policy TRA11.
 - Contributions for the cost of re-adjustment to the Sunningdale/Newmarket Road junction as required by saved policy TRA10.
- On Street Parking Controls;
 - Contribution for a traffic regulation order and associated signing and lining for the adjustments to the Sunningdale junction as required by saved policy TRA10.
- Libraries contribution;
 - Contributions for 78 units as required by saved policy HOU6.
- Sustainable Drainage Solutions provision and adoptions arrangements.
- Sustainable Drainage Solution maintenance contributions.

There are no requirements for making education contributions from the development of this site, because there is sufficient capacity in local schools to accommodate the expected increase in pupils.

CONCLUSION

The site is an accessible brownfield site allocated for residential development in the Local Plan. The redevelopment of the site for residential use is considered to be acceptable in principle and in line with the Development Plan, including a site-specific Development Brief, and Central Government Guidance. With the provision of the landscaping and open space facilities, and with the inclusion of the satisfactory drainage schemes, the S106 requirements listed above and the conditions listed below, the proposal is considered to be acceptable and the recommendation is therefore to approve.

RECOMMENDATIONS

APPROVE PLANNING PERMISSION subject to:

1. The applicant entering into a S106 agreement to secure the items listed above;
2. The following conditions:
 - Standard 3 year time limit;
 - Constructed in accordance with the energy efficiency statement;
 - Submission and prior approval of the following details:
 - Samples of all external materials;
 - Windows, doors, renders, décor panels;
 - Rainwater harvesting;
 - Hard and soft landscaping details;

- Boundary treatment;
- Retention of areas of open space in perpetuity;
- Tree protection;
- Landscaping, planting and site treatment scheme;
- Maintenance of landscaping;
- Obscure glazing where appropriate;
- Any new planting which dies within five years to be replaced;
- Drainage systems to be verified, including surface water disposal and maintenance schemes;
- Pollution prevention;
- The areas indicated as cycle stores on the plans to be retained as such and not to be used for any other purpose;
- Garages to be restricted for storage of vehicles;
- Archaeological conditions;
- Provision of fire hydrants.

Reason for Recommendation:

The proposal would result in an appropriate and satisfactory form of residential development within the character of the area, that would provide a high level of design, a good level of accessibility and a satisfactory level of amenity for residents. The proposal accords with the development plan for the area and with Central Government Guidance. As such, the proposal would comply with Policies NE9, HBE12, HBE19, EP16, EP17, EP18, EP19, EP22, HOU4, HOU5, HOU6, HOU11, SR1, SR2, SR3, SR4, SR5, SR7, SR12, TRA5, TRA6, TRA7, TRA8, TRA10, TRA11 and TRA14 of the City of Norwich Replacement Local Plan Adopted Version, November 2004 and policies ENG1 and ENV7 of the East of England Plan, May 2008.

Civil Service Sports Ground 07/01018/F

Appendix to Committee Report (21.08.08)

Letters of Representation

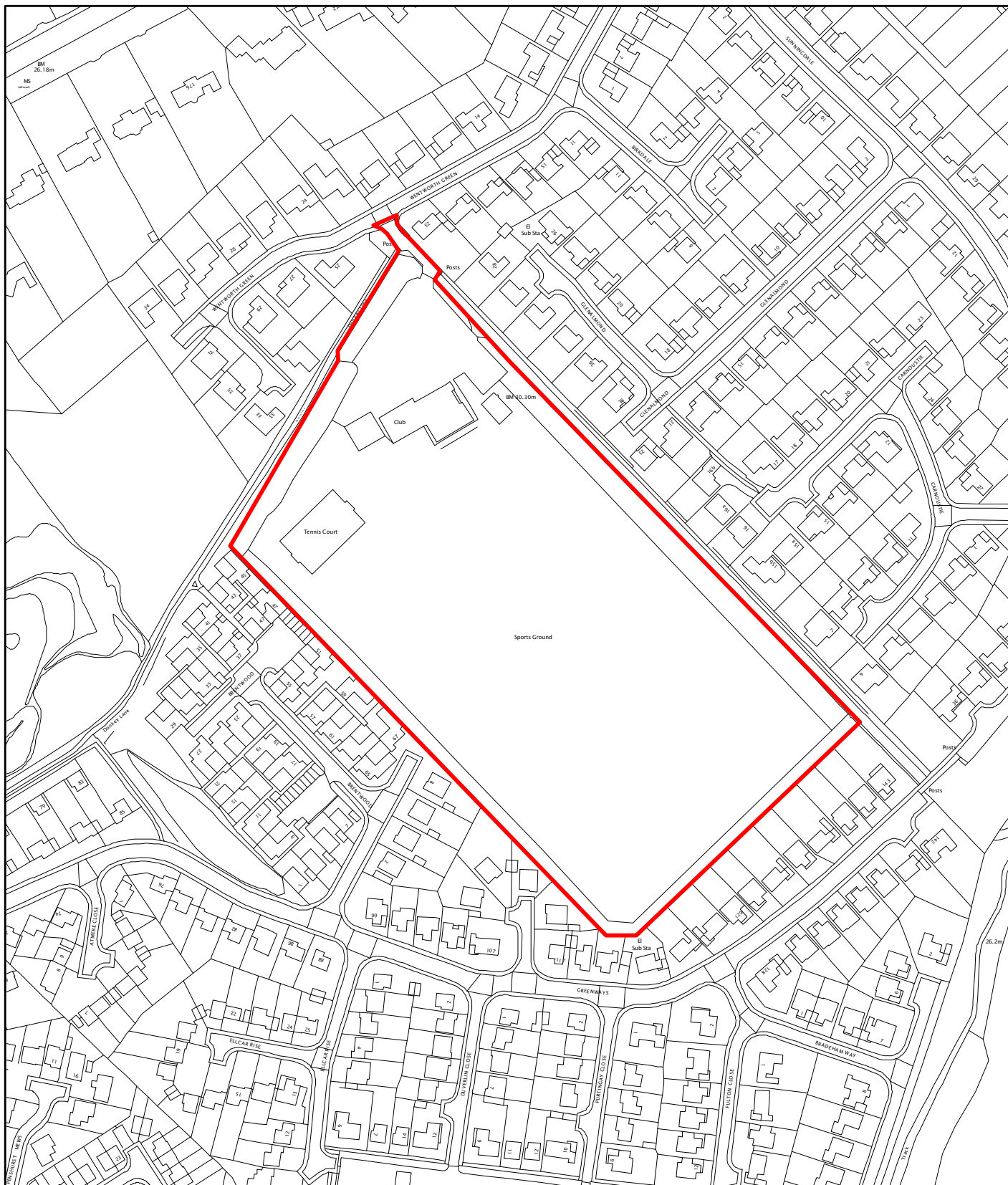
Note this schedule is a summary of the letters received from the residents of:

Sunningdale, Wentworth Green, Brentwood, The Foundry, Carnoustie, Birkdale, Cranleigh Rise, Glenalmond, Greenways, Fulford Close, Norton Drive, Lindford Drive, Ellcar Rise, Rosslare, Two Bells, and Newmarket Road.

COMMENTS	RESPONSE
<p>Highways concerns</p> <ul style="list-style-type: none">• Exit onto Brentwood from the development is a hazard.• The junction at Brentwood onto Greenways is blind to the right and cars are often parked opposite.• With only one exit out of Eaton, it should be considered if Brentwood is the best exit.• Suggests a second exit at the top half of Sunningdale where the road is more suitable.• Install traffic lights from Sunningdale on to Newmarket road, and Judges Walk on to Newmarket Road as this junction also has a problem.• It is essential that the new housing does not generate an increased rate of motorcycle “rat-running.”• New development will lead to increased congestion at peak periods.• There is danger that this will worsen if adequate provision of parking for residents and visitors is not properly considered.• Suggests double yellow lines along the stretch of road to avoid blockage and enhance safety for pedestrians, cyclists and motorists.• The junction of the new development with Wentworth Green has no clear view for turning out.• There is a right of way to Eaton Village and School used by cyclists and pedestrians. This is hazardous at the Wentworth Green junction as motorists have little visibility.• Car Parking facilities are too small and will spill on to Wentworth Green – it is not wide enough for constant road parking.• Disabled must be catered for – cars should not impinge upon the pathway as it restricts access for mobility scooters and wheelchairs.• The new development with inadequate parking is changing Sunningdale to detrimental effect.• Wentworth Green was designed as a cul-de-sac.• Speed limit should be reduced on Sunningdale from 30mph to 20mph.• Traffic lights should be installed at the Newmarket Road Junction – these should be time phased and pedestrian operated.• The pavement should be reinstated on the road into the new development from Wentworth Green on the Donkey Lane side.	<p>Highways concerns:</p> <p>See the ‘Traffic and Transport’ section of the report.</p>

<ul style="list-style-type: none"> • Concern over safe access to Newmarket Road, particularly turning right. • Danger turning into Sunningdale from Eaton. • Junction would not cope with the extra cars (up to 72) development. • There is already a high volume of traffic from the A11, Cringleford and surrounding towns. • In recent months problems of on-road parking, along Sunningdale, to Newmarket Road. • Entrance to Wentworth Green is dangerous – there is a clear need for road priorities to be established between new development and Wentworth Green. • Have parking spaces for visitors to the new development been considered? • Parking for residents of new development should not be allowed in Wentworth Green. 	
<p>Principle of Development</p> <ul style="list-style-type: none"> • 78 properties proposed are not conducive to the area – light and noise pollution during and after development will ‘scar’ the area. 	<p>See the ‘Principle of development’ section of the report</p>
<p>Layout and Design</p> <ul style="list-style-type: none"> • Play area should be placed closer to the residential area where the majority of the children live rather than nearer the dwellings mainly inhabited by the elderly, alleviating concerns over noise and security. • Public right of way between Sunningdale and Wentworth Green should be incorporated in to the open space rather than be fenced in on the side of the new development as it will risk being isolated and potentially dangerous at night – a ‘no mans land.’ <p><i>Security and design</i></p> <ul style="list-style-type: none"> • Owners of property bounded by the site concerned about security. • Seeking confirmation that a secure concrete block fence will be in place rather than bushes, trees or hedging. • Map has been provided, requesting that the fence extends to where hedging is marked. • Seek assurance that the fence will be in place before the new development begins. 	<p>See the ‘Layout and design’ section of the report</p>
<p>Landscape and Trees</p> <ul style="list-style-type: none"> • Preservation orders on trees in the area of Wentworth Green and Donkey Lane. • Desire to maintain the belt of trees at the bottom of Greenways. If they must be removed then a similar natural border (e.g. Hedging) would be acceptable. 	<p>See the ‘Landscape and Trees’ section of the report</p>
<p>Construction phase</p> <ul style="list-style-type: none"> • Contractors’ vehicles have been causing an obstruction at the Newmarket Road/Sunningdale junction for over a year. • Workers vehicles have caused an inconvenience and danger to residents and other road users, particularly when those entering 	<p>The developers should work with the Environmental</p>

<p>and those leaving meet.</p> <ul style="list-style-type: none"> • A code of conduct between the residents and builders should be agreed – defining hours of work, areas for parking, speed restrictions and the immediate clearance of refuse. 	<p>Health officers of Norwich City Council to work to a satisfactory code of conduct for the construction phases.</p>
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Planning Application No - 07/01018/F

Site Address - Civil Service Sports Ground, Wentworth Green

Scale - 1:2500



NORWICH
City Council

DIRECTORATE OF REGENERATION
AND DEVELOPMENT

