Report to Planning applications committee

13 December 2018

Report of Head of planning services

Subject Application nos 18/01591/MA and 18/01586/RM - Three

Score Site Land South of Clover Hill Road, Norwich

Reason for

referral Objection to 18/01591/MA.

4(a)

Ward:	Bowthorpe	
Case officer	Robert Webb - robertwebb@norwich.gov.uk	

Development proposal

18/01591/MA - Material amendment to previous permission 15/00298/RM to allow amendments to house/site layouts, landscaping and brick detailing.

18/01586/RM - Reserved matters of access, appearance, landscaping, layout and scale to add 1 no. additional dwelling and amend design of adjoining unit in relation to outline planning permission 12/00703/O.

Representations					
Object Comment Support					
1	0	0			

Main issues	Key considerations
1	Principle of development
2	Design
3	Heritage
4	Amenity
5	Transport
6	Flood risk
7	Trees, landscape and biodiversity
8	Affordable housing
Expiry date	22 January 2019
Recommendation	To approve both applications



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Planning Application No 18/01591/MA

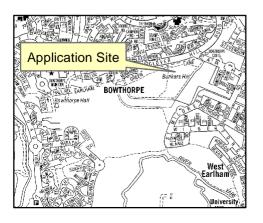
Three Score Site Land South of

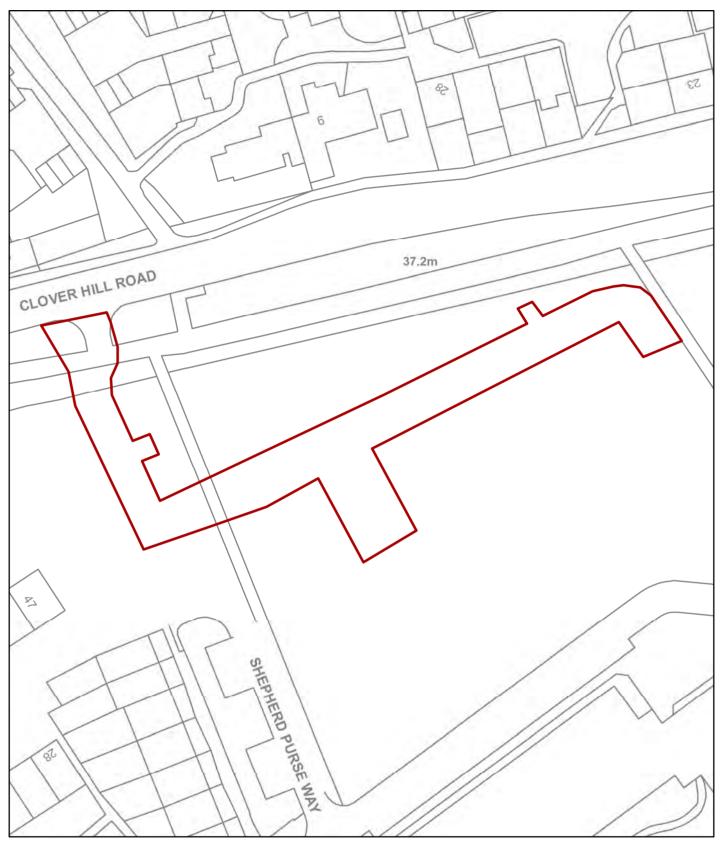
Site Address Clover Hill Road

Scale 1:2,161









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Planning Application No 18/01586/RM

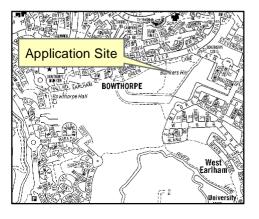
Three Score Site Land South of

Site Address Clover Hill Road

Scale 1:667







The site and surroundings

- 1. Outline planning consent (reference 12/00703/O) was granted in July 2013 for redevelopment of the Three Score site at Bowthorpe with up to 1000 homes, including affordable housing, care home, a new village centre including at least one local shop, public open space and associated roads and infrastructure. The consent was granted following the completion of a legal agreement and the resolution of planning applications committee to approve the application on 14 March 2013.
- 2. The first phase of development was for a care village comprising dementia care and housing with care units which has been completed. Reserved matters approval (reference 15/00298/RM) was granted for phase 2a the erection of 172 dwellings on the 9th June 2015 and construction is currently underway, with some of the dwellings already having been completed.
- 3. Prior to development the site was predominantly uncultivated grass land and formed the last area of undeveloped land within Bowthorpe as it was initially envisaged in the 1970s.

Constraints

- 4. The overall site slopes gently from north to south dropping circa 28m with a tree belt from the northern to the eastern boundary where it joins Bunkers Hill Wood (County Wildlife Site) to the northeast corner of the site. Hedgerows are an important feature along Earlham Green Lane and along the eastern boundary of the site with St Mildreds Road. To the southwest is a historic double hedgerow known locally as grass lane. Other than the hedgerows and tree belt described above the site has few standalone trees within its boundaries however scrub has encroached into the site along the northern and eastern boundaries. There is also a line of scrub along the southern boundary adjacent to the existing informal footpath.
- 5. Bowthorpe and Earlham Marshes (County Wildlife Site and Local Nature Reserve) are located to the south of the site adjacent to the River Yare. This connects the site hydrologically to a number of other County Wildlife Sites downstream. The marshes are covered by river valley policy, are a site of nature conservation interest, publically accessible recreational open space and urban green space. The majority of the application site is outside of flood zones 2 and 3 however a small area within the site adjacent to the southern boundary is within flood zone 2. The application site extends into part of the river valley to the southwest corner adjacent to Dodderman Way.
- 6. The south eastern half of the site is covered by ground water source protection zone 1.

Relevant planning history

Ref	Proposal	Decision	Date
12/00703/O	Redevelopment of site with up to 1000 homes, including affordable housing, care home, a new village centre including at least one local shop, public open space and associated roads and infrastructure.	APPR	08/07/2013
13/02031/RM	Reserved matters of appearance, landscaping, layout and scale for part of permission 12/00703/O as varied by 13/02089/VC for the erection of a care village comprising 80 apartment dementia care and 92 flat housing with care schemes, provision of associated landscaping, car parking, open space and infrastructure.	APPR	14/03/2014
13/02089/VC	Variation of Conditions 8 (spine road), 10 (lighting of spine road), 28 (roads, footways and cycleways) and 47 (fire hydrants) of previous planning permission 12/00703/O in order to change the trigger point for submission of details.	APPR	12/03/2014
14/00848/F	Construction of a temporary operational access, provision of lighting columns and a corridor for underground utilities provision from Clover Hill Road to the Norse Care Home.	APPR	01/09/2014
14/00850/F	Construction of a lagoon outfall comprising of the extension to the ditch system, installation of a head wall and associated pipe work below ground.	APPR	10/09/2014
14/00874/RM	Reserved matters relating to surface water drainage infrastructure for outline planning permission 13/02089/VC 'Redevelopment of site with up to 1000 homes, including affordable housing, care home, a new village centre including at least one local shop, public open space and associated roads and infrastructure'. (Revised proposals).	APPR	10/09/2014

Ref	Proposal	Decision	Date
14/01235/VC	Variation of conditions 1, 2 and 7 of planning permission 13/02031/RM to provide for amendments to the scheme to allow for a new substation, revised level information to provide for sub-soil to be re-used on site, revised landscaping details, ommision of apartment 81 and amendments to window details.	APPR	23/12/2014
15/00298/RM	Reserved Matters for erection of 172 dwellings and associated works in connection with application 13/02089/VC.	APPR	09/06/2015
15/00837/VC	Variation of Condition 2: Arboricultural Method Statement of previous permission 14/00874/RM.	APPR	07/09/2015
15/01230/VC	Variation of condition 7 - bus gate of planning permission 13/02089/VC in order to change timing for delivery.	APPR	13/11/2015

The proposal

- 7. The applications are the result of an aim by the applicant to improve the viability of sections 3 and 4 of the development and better respond to market demand following the initial marketing and sales that has taken place.
- 8. Application ref. 18/01591/MA seeks permission for a number of minor changes to the site layout and landscaping, changes to the dwelling types, some changes to materials and elevational details.
- 9. The most significant changes sought as part of this application is the replacement of the 'J' house types in block 21 with 'D' house types, with this row no longer directly adjoining the adjacent flat block. This has been done because the 'D' types would be simpler to build than the more complicated 'J' types, and the applicant also believes they would be more desirables to potential buyers. Another more significant change is the replacement of a communal garden originally intended to be located between blocks 17, 18 and 19 with a private rear gardens.
- 10. Other changes include the following:
 - (a) removal of decorative panels and brise soleil from rear elevations where not required for passivhaus
 - (b) brick recesses removed to rear elevations
 - (c) All two storey houses reduced by 4 brick courses

- (d) Flats in blocks 21 and 24 made taller by 3 brick courses
- (e) the replacement of white brick with buff brick or white render across all units
- (f) shape of flat block F rationalised and building separated from adjacent housing terrace
- (g) pedestrian access formed off Clover Hill Road to provide access to new row of D1 houses
- (h) Minor changes to landscaping of whole site
- (i) Amendments to elevations of D1 house types in block 21
- (j) All blocks levels reviewed with stepped foundations shown on elevations where necessary
- (k) Block 22 provision of a front facing balcony in lieu of a rear facing balcony to take advantage of more open views.
- (I) Block 20 H1 house types set back from the adjoining C1 types, to allow sufficient space for parking of two vehicles.
- 11. Under the original approval, between 106-112 of the houses are to be built to passivhaus standards. The new application does not propose to alter this.
- 12. Application reference 18/01586/RM seeks permission to add an additional dwelling at the end of the terraced row of block 17. The house would be a 2 storey, 2 bedroom 'C1' house type, the same as those in the adjoining row. Space has been created for the dwelling by reducing the garden sizes of two of the dwellings in the adjacent block 16, and by reorganising the parking layout and landscaping elsewhere on site. Although the new dwelling would lead to the loss of 3 parking spaces, a further 4 spaces have been created to offset this loss and to provide a space for the additional unit.

Representations

13. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 1 letter of representation has been received regarding application 18/01591/MA citing the issues as summarised in the table below. All representations are available to view in full at http://planning.norwich.gov.uk/online-applications/ by entering the application number.

Issues raised	Response
Squeezing in an additional dwelling can only be achieved by reducing the planned garden sizes of other properties. The new dwelling will have a negative impact on the amount of available daylight.	See main issue 2

Issues raised	Response
Adding a dwelling will add at least one more vehicle and the development will experience the same problems with buy to let properties with too many people and vehicles per property.	See main issue 5

Consultation responses

14. 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.

Design and conservation

15. This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

Environment Agency

16. We are returning it without comment as the amendments do not impact any of the issues within our remit.

Highways (local)

17. No objection on highway grounds

Landscape

18. The communal garden is an important positive feature of the approved scheme and its loss would not be acceptable unless equivalent compensation can be demonstrated.

Archaeology

19. No further comments & no further works required.

Assessment of planning considerations

Relevant development plan policies

- 20. Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)
 - JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS6 Access and transportation

- JCS9 Strategy for growth in the Norwich policy area
- JCS10 Locations for major new or expanded communities in the Norwich policy area
- JCS12 The remainder of the Norwich urban area including the fringe parishes
- JCS20 Implementation

21. 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
- DM4 Providing for renewable and low carbon energy
- 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
- DM10 Supporting the delivery of communications infrastructure
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM33 Planning obligations and development viability

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

• R38 Three Score, Bowthorpe

Other material considerations

23. Relevant sections of the National Planning Policy Framework July 2018 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF4 Decision-making
- NPPF5 Delivering a sufficient supply of homes
- NPPF7 Ensuring the vitality of town centres
- NPPF8 Promoting healthy and safe communities
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF15 Conserving and enhancing the natural environment

Case Assessment

24. 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 polices are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

- 25. Key policies and NPPF paragraphs JCS4, DM12, SA R38, NPPF paragraphs 11 and 59.
- 26. The principle of development has already been established through the grant of outline and reserved matters approval. The assessment to make is whether the changes sought as part of the new applications are acceptable in terms of relevant planning policies and other material considerations. These matters are assessed in the following sections.

Main issue 2: Design

- 27. Key policies and NPPF paragraphs JCS2, DM3, NPPF paragraphs 124-132.
- 28. In terms of the changes sought by the minor material amendment application, some of the changes are for practical reasons and would not result in a significant change to the appearance of the development, such as the reduction in brick courses and slight raising in height of the flats. Other changes, including the removal of brick recesses and removal of decorative panels to the rear of properties and the loss of white brick would result in a more notable change to the appearance. It is acknowledged that these design changes have a slightly negative impact compared to the previously approved scheme. However the changes are largely focused on the more private rear elevations, and in this sense they would not have a significant impact on the public realm. The more public facing front elevations would largely retain the more decorative features which help create a sense of identity.
- 29. The substitution of house types is acceptable, as they are generally on a similar footprint to those which they replace and in some cases enable an improved layout, for example where the J types in block 21 have been substituted for the more rectangular D types. This allows for a reduction in awkward angles and for more rational garden shapes and sizes to that row.
- 30. The new dwelling which is proposed as part of the reserved matters application is acceptable in terms of its design, being similar to the previously approved C1 dwelling type, and identical to the revised C1 types now proposed as part of the amended scheme. It would satisfy the internal space standards for a 2 bed, 4 person dwelling (being approximately 80sqm). It would also sit comfortably within the site, having a private rear garden of a similar size to adjacent dwellings.
- 31. Overall, the design changes and addition of a further dwelling unit is acceptable and the scheme as a whole continues to represent good design.

Main issue 3: Heritage

- 32. Key policies and NPPF paragraphs JCS2, DM9, NPPF paragraphs 184-202.
- 33. No heritage assets would be materially affected by the proposed changes.

Main issue 4: Amenity

- 34. Key policies and NPPF paragraphs DM2, DM11, NPPF paragraphs 8 and 127.
- 35. The main changes affecting amenity relate to the replacement of house types and the proposed additional dwelling. Because this phase of development has not been completed or occupied the impacts would be on future, not current occupiers. As discussed earlier, the replacement of J house types with D house types in block 21 results in improved garden sizes for all of the dwellings in that block, together with more rational internal room shapes. It would however result in a slight reduction in size of garden to two of the dwellings in block 23, although these would still be adequate.
- 36. The new dwelling would lead to a reduction in garden size to the dwelling at the end of block 16, however this property would still have a garden size which is larger than other units in the row. In addition the property next door would benefit from a slightly increased garden size. The siting of the new unit would not cause material harm in terms of loss of sunlight, daylight or overshadowing.
- 37. A further significant change would be the replacement of the communal garden between blocks 17, 18 and 19 with private gardens. The impact of this is to some extent subjective, as it depends on whether a higher value is placed on a landscaped communal space or by creating private gardens. It is noted that these dwellings did not previously have completely private amenity space, so in that sense the change is beneficial. Conversely the communal garden would have been an attractive element of the scheme which may have fostered a sense of community and shared space, and a higher level of planting, as noted by the council's landscape officer. On balance it is considered that both approaches have their advantages and are acceptable, and therefore this change is considered acceptable.
- 38. The loss of balconies on flat block E would represent a loss of amenity for future occupiers of those flats compared to the previous plans, but regard is had to the fact that these flats on upper storeys each had two balconies, and they would still retain one each under the new plan, which is acceptable.

Main issue 5: Transport

- 39. Key policies and NPPF paragraphs JCS6, DM28, DM30, DM31, NPPF paragraphs 8, 102-111.
- 40. The principle of residential development in this location has already been established through the grant of the previous permission. The new applications have a very limited impact in terms of transport. They would result in an amended parking layout including the addition of 1 new parking space to serve the new dwelling which is proposed. This complies with local plan parking standards for this location. No objection has been received from the transport officer. In the context of

an approved scheme for 172 dwellings, the addition of a further unit would have a negligible impact. The proposal complies with the relevant transport policies.

Main issue 6: Flood risk

- 41. Key policies and NPPF paragraphs JCS1, DM5, NPPF paragraphs 155-165.
- 42. Surface water drainage details have already been provided for the proposal. The site will be divided into two sub-catchments, avoiding all flows being conveyed into an 'end of pipe' solution reducing risk of pollution and consequences of any blockage. There are two infiltration structures which would accept surface water runoff from all the impermeable surfaces of the development. These are located in the eastern corner of the development plan and along the southern boundary of the site.
- 43. Surface water drainage serving the existing highway conveys flows at a restricted discharge rate into existing Anglian Water surface water infrastructure with attenuation being provided in the form of oversized pipes.
- 44. As part of the previously approved plans information was provided to show that the SUDS (sustainable urban drainage systems) have been designed to contain and discharge the 1:100 rainfall event, including an allowance for 30% climate change. Calculations were provided to demonstrate that there would be no over ground flooding in a 1:30 rainfall event.
- 45. It is considered the proposed changes are unlikely to have a significant impact on the drainage scheme. However, a condition is recommended requesting the submission and approval of updated surface water drainage plans to reflect the revisions to the scheme.

Main issue 7: Trees, landscaping and biodiversity

- 46. Key policies and NPPF paragraphs JCS1, JCS2, DM3, DM6, DM7, DM8, NPPF paragraphs 8, 91, 96-101, 127, 170, 175-177.
- 47. Concern has been raised by the council's landscape officer regarding the loss of the communal garden, which was to include communal furniture, play equipment, pergolas and planting including 6 standard trees. Whilst its loss is regrettable, it is considered that the increase in private amenity space that would result does represent a benefit for individual occupiers of the proposed dwellings. The applicant has adjusted the layout in the vicinity of plots 144-147, 164-166 and 148-156 to provide an enlarged amenity planting area where the trees would be re-provided.
- 48. It is acknowledged that there would still be a loss in terms of biodiversity and communal green space, but on the basis of the increased in private gardens, which themselves could support planting and biodiversity, it is not considered to constitute material harm that would justify refusing the application.
- 49. Other issues include the provision of a new footpath link adjacent to plot number 145 through an existing mature tree belt and native understory. All works would be carried out using a "no-dig" strategy as outlined within the previously approved Arboricultural Implications Assessment. A condition is recommended seeking the detail of this.

50. The proposals are acceptable in terms of trees, landscaping and biodiversity.

Main issue 8: Affordable housing

- 51. Key policies and NPPF paragraphs JCS4, DM33, NPPF paragraph 50.
- 52. This phase of development is due to deliver 33% affordable housing (57 units) which is a policy compliant level. The addition of one dwelling to the 172 already approved does not trigger a requirement for any further provision.

Compliance with other relevant development plan policies

53. 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	Already conditioned as part of outline consent
Energy efficiency	JCS 1 & 3 DM3	Already conditioned as part of outline consent
Water efficiency	JCS 1 & 3	Already conditioned as part of outline consent
Sustainable urban drainage	DM3/5	Yes subject to condition

Equalities and diversity issues

54. There are no significant equality or diversity issues.

S106 Obligations

55. There is no requirement for a S106 agreement because the relevant matters are covered by existing agreements.

Local finance considerations

- 56. 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.
- 57. 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.
- 58. In this case local finance considerations are not considered to be material to the case.

Conclusion

59. The proposals are 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 they should be determined otherwise.

Recommendation

- (1) To approve application no. 18/01591/MA Three Score site land south of Clover Hill Road. Norwich and grant planning permission subject to the following conditions:
 - 1. In accordance with plans;
 - 2. Landscaping in accordance with the plans submitted
 - 3. Details of materials for amended designs including: Bricks, render, tiles, windows, rainwater goods, balconies and soffits, roof terrace screens.
 - 4. Tree protection in accordance with the AIA
 - 5. Conservation (ecology) management to take place in accordance with approved plan.
 - 6. Details of updated surface water drainage plan to reflect amendments to be submitted for approval.
 - 7. Unexpected contamination
 - No infiltration of surface water into the ground without express consent of the local planning authority.

And:

- (2) To approve application no. 18/01586/RM Three Score Site Land South of Clover Hill Road, Norwich and grant planning permission subject to the following conditions:
 - 1. Standard time limit:
 - 2. In accordance with plans;
 - 3. Landscaping in accordance with the plans submitted
 - 4. Details of materials including: bricks, render, tiles, windows, rainwater goods, soffits
 - Method for removal, storage and re-use of topsoil in full accordance with supplementary ecology statement approved as part of application ref. 15/00298/RM
 - 6. Conservation (ecology) management to take place in accordance with approved plan.
 - 7. Surface water drainage plan to be submitted for approval.
 - 8. Unexpected contamination
 - No infiltration of surface water into the ground without express consent of the local planning authority.

Article 35(2) Statement:

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has approved the application subject to appropriate conditions and for the reasons outlined in the officer report.





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Smith

Meridia

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Norwich
Script

Smith

R G Carter

PROJECT
Bowthorpe Threescore Section 3/4

Overall Site Plan

SCALE	DISCIPLINE	PROJECT NUMBER
1:500	ARCHITECT	1004
DRAWING NUMB	ER	REV CODE P1
STATUS CODE	PURPOSE OF ISSUE	DT/ED Appr





C1 House Type - Rear Elevation



C1 House Type - Front Elevation

Elevation label corrected



C1 House Type - GFL

1:100



C1 House Type - FFL 1:100

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ORIGINAL SHEET SIZE A3

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NOTES

Rev	Description	Date
P1	Amendments for Planning	21/10/18
P2	Tweaks following planning comments	29/11/18
-		

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Smith

Bowthorpe Threescore Section 3/4

C1 House Type (Typical)

DRAWING NUMBER

DISCIPLINE 1:100 ARCHITECT

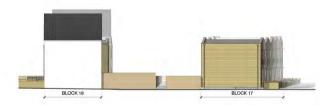
1004 REV CODE P2

PROJECT NUMBER

030 Drawn by Approved by PURPOSE OF ISSUE PLANNING DT/ED



Zone C Street Scene 1



Zone C Street Scene 2



Zone C Street Scene 3

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KEY PLAN

Refer to Section 3 & 4 Site Plans - 004 & 005 for position of Street Elevations



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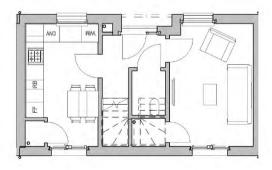
PROJECT Bowthorpe Threescore Section 3/4

Section 3 (Zone C) Street Elevations 1, 2 & 3

SCALE PROJECT NUMBER 1004 1:200 DRAWING NUMBER REV CODE P1 Drawn by Approved DT/ED by Checked by AP PLANNING S2



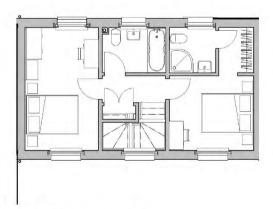
D1 (J1/J2) House Type - Front Elevation 1:100



D1 (J1/J2) House Type - GFL 1:100



D1 (J1/J2) House Type - Rear Elevation 1:100



D1 (J1/J2) House Type - FFL 1:100

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NOTES

Rev	Description	Date
P1	Amendments for Planning	21/10/18
-		_

Hamson Barron Smith

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CLIENT

R G Carter

Bowthorpe Threescore Section 3/4

D1 (J1/2) House Type

DISCIPLINE 1:100 ARCHITECT PROJECT NUMBER 1004 REV CODE

DT/ED

DRAWING NUMBER

PI 031A PURPOSE OF ISSUE PLANNING

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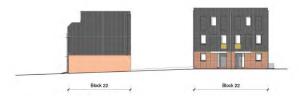
PROJECT NUMBER 1004



Section 4 (Zone D) Street Elevation 1



Section 4 (Zone D) Street Elevation 2



3 Section 4 (Zone D) Street Elevation 3

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© CROWN COPYRIGHT AND DATABASE RIGHTS - ORDNANCE SURVEY LICENCE NUMBER 100019340. KEY PLAN

Refer to Section 3 & 4 Site Plans - 004 & 005 for position of Street Elevations



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Bowthorpe Threescore Section 3/4

PROJECT

Section 4 (Zone D) Street Elevations 1,2 & 3

SCALE	DISCIPLINE	PROJECT NUMBER	
1:200	ARCHITECT	1004	
DRAWING NUMBER 102		REV CODE P1	
STATUS CODE S2	PLANNING	DT/ED by Oneclard by AP	





Section 4 (Zone D) Street Elevation 5

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KEY PLAN

NOTES

Rev Description
P1 Amendments for Planning Date 21/10/18

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R G Carter PROJECT

Bowthorpe Threescore Section 3/4

Section 4 (Zone D) Street Elevations 4 & 5

SCALE PROJECT NUMBER 1004 1:200 REV CODE P1 DRAWING NUMBER Drawn by Approved DT/ED by Checked by AP S2 PLANNING