

Report to Planning applications committee

Item

10 May 2018

Report of Head of planning services

Subject Application no 17/01555/O - Land opposite 153 Holt Road, Norwich

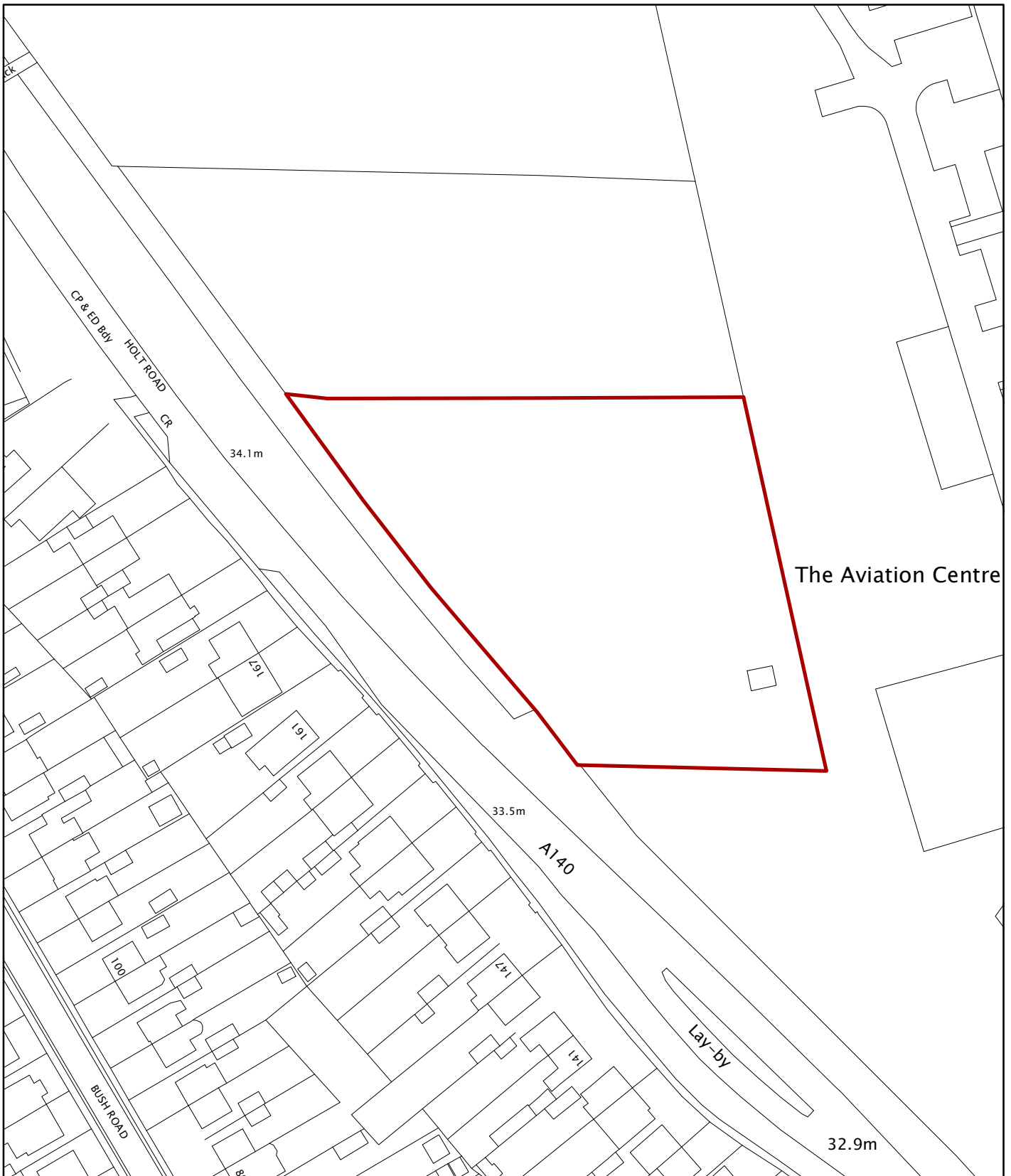
4(c)

Reason for referral Objection

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

Development proposal		
Outline application including matters of access for vehicle hire business.		
Representations		
Object	Comment	Support
7	0	0

Main issues	Key considerations
1	Principle of development
2	Design
3	Trees and landscaping
4	Transport
5	Amenity
6	Impact on Norwich Airport
7	Flood risk
8	Biodiversity
Expiry date	17 May 2018 (extension of time agreed).
Recommendation	Approval



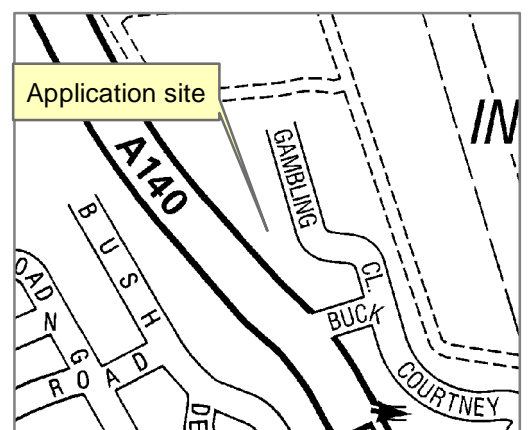
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Planning Application No 17/01555/O
 Site Address Land opposite
 153 Holt Road
 Scale 1:1,250



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is an area of open land adjoining the A140 Holt Road to the north of the city which is enclosed by galvanised steel palisade fencing and gates and largely comprised of grassland. To the north of the site are areas of scrub and trees and paddock land, with Norwich Airport and the runway further to the north. To the east is Gambling Close, which features a number of industrial units, one of which houses the East Anglian Air Ambulance. To the south is the A140 and a landscape buffer to land operated by the Airport. To the west is Holt Road and a number of residential dwellings on the opposite side of the road, with allotment land to the north of those dwellings.

Constraints

2. The site is designated for either airport related development or employment development purposes under Policy R30 of the Norwich Site Allocations and Site Specific Policies Local Plan.

Relevant planning history

- 3.

Ref	Proposal	Decision	Date
05/00489/F	Replacement of existing perimeter fencing and gates.	Approved	7.9.2005
05/00958/U	Change of use to provide storage space for vehicles.	Refused	9.1.2006
06/00674/F	Proposed improvement of existing access and provision of hardstanding to site area.	Refused Appeal dismissed	21.8.2006 1.11.2007
07/01077/F	Retrospective application for retention of replacement 5m wide gates following approval of 4m wide replacement gates under reference 05/00489/F.	Approved	7.12.2007
08/00354/F	Proposed relocation of fleet hire business and builders store to land off Holt Road.	Refused	11.6.2008

The proposal

4. Outline planning permission with all matters reserved except access is sought for a vehicle hire business including the erection of depot building with access from Holt Road. The applicant is C.A Trott Plant Hire Ltd who provide commercial vehicle and plant hire, including cars, mini buses, vans and trucks. The business is

currently located at 21 Hurricane Way, Norwich and employs 8 full time members of staff.

5. The applicant has stated that the current site is constrained in terms of its layout and size, and this presents logistical problems which impede the operation and efficiency of the business. Congestion issues which occur at peak times are also cited as impediments to the business. The applicant wishes to relocate to a purpose built and designed premises, to include a hire vehicle maintenance area, a small office and a hire vehicle storage area, as it is stated this would allow the business to operate more efficiently.
6. The application is in outline with all matters reserved, and therefore detailed drawings of any buildings are not provided. Any buildings or structures would be subject to assessment through a reserved matters application.

Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 7 letters of representation have been received citing the issues as summarised in the table below, including from Norwich Airport, which is detailed below the table. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Concern about increase in traffic and impact on highway safety on Holt Road.	See main issue 4
Concern about noise	See main issue 5
Adverse impact on the character and appearance of the existing paddock	See main issue 2
The proposal is premature pending full consideration of proposal for future expansion and development of Norwich Airport	See main issue 1
Policy R30 stated a preference for the site to be accessed from Gambling Close.	See main issue 1 and 4
Holt Road is just as busy as before since the opening of the new part of the Northern Distributor Road (NDR).	See main issue 4
A previous proposal for the same use was turned down at appeal.	See main issue 1
Headlights from vehicles exiting the site would shine directly into the properties opposite and nuisance would also occur from	See main issue 5

Issues raised	Response
security lights.	

Consultation responses

8. 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.

Environmental protection

9. Conditions recommended to prevent the use of machinery and power tools in connection with industrial processes outside the building, to control and mitigate the impact of noise generating machinery to be used within the building, no loudspeakers or audio equipment to be installed or used outside the building, no external lighting to be used between the hours of 23.00-07.00 on any day (except security lighting).

Highways (local)

10. Given that access to Gambling Close is not feasible, and that the site access road has been safety audited and inappropriate turning into the site can be deterred there is no Highways objection. The site access is wholly within the highway boundary, and for this reason would require a S278 agreement.

Highways (strategic)

11. No objection due to the details provided being acceptable in highways terms. Various conditions recommended relating to ensure highway safety.

Norfolk historic environment service

12. Based on currently available information the proposed development will not have any significant impact on the historic environment and we do not wish to make any recommendations for archaeological work.

Tree protection officer

13. Condition recommended that works be carried out in accordance with Arboricultural reports submitted.

Hellesdon Parish Council

14. Object due to location being on a busy road. If application is approved recommendations of Environmental Protection Officer should be taken into account.

Lead Local Flood Authority

15. No comment due to minor nature of development.

Norwich Airport

16. Although Norwich Airport have not had a masterplan endorsed by Norwich City Council within two years of the adoption of the Site Allocations Document, it still considers the Site (which forms part of the R30 allocation) to be crucial to its future growth.
17. In the summer of 2017, Norwich Airport produced its draft Masterplan for consultation which set out its possible growth scenarios and associated development plans over the next 30 years. By 2045, Norwich Airport will need 1,250 more car parking spaces than it currently has, bringing the total capacity to 2,234 spaces. In its draft Masterplan, Norwich Airport considered Policy R30 as a long-term follow up to the potential multi-decking which will be carried out between 2015 and 2030. Even though the Airport's primary parking expansion is the current Park and Ride Site (located adjacent to this application site), its acquisition is not guaranteed.
18. Local and national planning policies require local planning authorities to support the growth and strategic significance of airports, therefore Norwich City Council should support Norwich Airport's growth aspirations, which were detailed in the draft Masterplan. As well as being the Local Authority in which the majority of the Airport is situated, it is important to note that Norwich City also as a landowner and stakeholder interest in the Airport.
19. Norwich Airport is concerned about the vehicular access proposal and its impact on highway safety and the free flow of traffic, particularly given the proximity to the fuel farm to which access must be maintained at all times.
20. Norwich Airport requires confirmation that the use of this site will not be for private car hire use. Currently, the proposal states it would be for commercial vehicle hire and use. Norwich Airport also requires assurance that there is no possibility of public car parking on the site. These would undermine Norwich Airport's existing car hire facilities and car parking.
21. Following meetings with the Applicant Norwich Airport raises no objection on airport safeguarding grounds providing the following conditions are applied:
 - No building or structure on site to be higher than 8m above ordnance datum.
 - Within the zone of the localiser beam, no building or structure to be higher than 6m above ordnance datum.
 - Materials used in construction should not adversely affect the aerodromes technical and navigational equipment.
 - Any external lighting should be of a flat glass, full cut-off design and horizontally mounted to prevent light spill above the horizontal.
 - Any landscaping should be arranged to ensure that birds, particularly waterfowl are not attracted to the site, to minimise the risk of collision with birds.
 - Any use of mobile or tower cranes should be in accordance with BS7121 and CAP1096 and the Airport should be notified in advance.

Assessment of planning considerations

Relevant development plan policies

22. **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
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
23. **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
 - DM11 Protecting against environmental hazards
 - DM16 Supporting the needs of business
 - DM17 Supporting small business
 - DM27 Development at Norwich airport
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM33 Planning obligations and development viability
24. **Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)**
- R30 – The Paddocks, Holt Road

Other material considerations

25. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
- NPPF0 Achieving sustainable development
 - NPPF1 Building a strong, competitive economy
 - NPPF7 Requiring good design
 - NPPF11 Conserving and enhancing the natural environment

Case Assessment

26. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and

any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

27. Key policies and NPPF paragraphs – JCS5, JCS12, DM16, SA R30, NPPF chapters 0 and 1.

The most relevant policy to the proposal is Policy R30 of the Norwich Site Allocations and Site Specific Policies Plan, which states:

The Paddocks, Holt Road, is allocated for either:

- *airport operational uses, where an airport masterplan endorsed by the city council within two years from the adoption of this plan demonstrates that the land is required for airport operational purposes during the plan period, or;*
- *development for general employment purposes (use classes B1, B2 and B8) where:*
 - a) *the agreed airport masterplan referred to above demonstrates that the land will not be required for airport operational purposes during the plan period, or;*
 - b) *no masterplan for the airport has been endorsed by the city council within two years from the date of adoption of this plan.*

In all cases, development will:

- *provide vehicular access to the site only from Gambling Close, unless it can be demonstrated that satisfactory direct access from Holt Road can be achieved without unacceptable impacts on highway safety or the free flow of traffic;*
- *provide appropriately for servicing, parking and other transportation requirements, taking account of the need to promote sustainable transport in accordance with DM policy DM28;*
- *demonstrate (through a noise impact assessment) that appropriate account has been taken of the potential impacts of noise from existing and proposed airport operations and noise generation from the development itself, in accordance with DM policy DM11;*
- *incorporate suitable boundary treatment, screening to the Holt Road frontage and mitigation measures to reduce the impact of the development on the outlook and living conditions of adjoining and nearby residents, in accordance with DM policies DM2 and DM3.*

28. With regard to the first requirement of the policy, the airport masterplan is still at a draft stage and a final version has not been published by Norwich Airport or endorsed by the Council. This means that general employment development for use classes B1, B2 or B8 is acceptable. The proposed use is sui generis but it is an employment use which is considered to be in keeping with the aims of the policy.

29. It should be noted that proposals for a similar forms of commercial development was refused in 2006 and 2008, with an appeal also being dismissed. The reasons for refusal for the most recent decision in 2008 were firstly due to the impact on the character and appearance of the paddock and the intrusion into open countryside and secondly due to concerns about the impact of a new vehicle access onto the Holt Road. In terms of the first reason, regard must be had to the fact the site is now

allocated for employment development, which it was not at the time of the previous applications. Regarding the second reason, consideration must be given to the requirement of the policy and the technical assessment of the highway officers, who have raised no objection to the new access.

30. The policy context has therefore changed since the previous decisions were made and the principle of development must be considered under the requirements of policy R30. The proposal is in accordance with the principles set out in policies JCS5, JCS12 and guidance within the NPPF.

Main issue 2: Design

31. Key policies and NPPF paragraphs – JCS2, DM3, DM9 NPPF paragraphs 9, 17, 56, 60-66 and 128-141.
32. The application only seeks to establish the principle of development and details of access. The detailed design and layout of the site would therefore be dealt with through a reserved matters application. The site is of a sufficient size to accommodate the necessary building and parking that the business would require.

Main issue 3: Trees and landscaping

33. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
34. An Arboricultural report has been submitted which demonstrates that development of the site would safeguard existing trees.
35. Policy JCS12 seeks to improve the gateways to Norwich by seeking environmental and townscape improvements on all major routes from the urban edge to the city centre. In addition policy R30 sets out requirements for suitable screening and landscaping of the site. The site frontage currently features a number of mature trees however there is an unsightly galvanised steel palisade fence which is visible in certain places. It is recommended that this fence be removed/replaced as part of any development. There are also opportunities to plant additional hedgerows and trees along the frontage of the site which should be sought at reserved matters stage.

Main issue 4: Transport

36. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
37. As stated above, it is a requirement of policy R30 to “provide vehicular access to the site only from Gambling Close, unless it can be demonstrated that satisfactory direct access from Holt Road can be achieved without unacceptable impacts on highway safety or the free flow of traffic”. The application proposes vehicle and pedestrian access to be direct from the A140 Holt Road. The access would be designed in such a way to prevent northbound vehicles from making a right turn into the site, instead they would have to go around the roundabout further north on the A140 and double back, before turning left into the site. This would ensure the site does not cause congestion for northbound traffic on the Holt Road. Tracking plans have been submitted which show that a 12m long rigid truck could safely enter and exit the site. Highway officers are satisfied with the access proposals. Conditions are recommended to control the off-site works that would be required to implement the access.

38. In terms of increased traffic, the Transport Statement submitted with the application states that on average the existing business hires out 7 vehicles per day. The maximum recorded number in a single day was 27, however this was an exception to the rule. In addition there would be 8 staff members travelling to and from the site and one service vehicle travelling to and from the site. Based on these figures the likely maximum numbers of daily movements is 63 two way movements, although in reality the movements are likely to be lower than this on an average day. The maximum number of movements would result in a 0.5% increase in the number of vehicles which use the Holt Road over the course of an average day which is not considered to be a significant increase. It is also noted that the opening of the Northern Distributor Road (NDR) is anticipated to reduce traffic using this stretch of the A140 by 8%.
39. Norfolk County Council and Norwich City Council highway officers raise no objections to the proposal. The detailed parking and turning layout within the site would be dealt with at reserved matters stage.

Main issue 5: Amenity

40. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
41. There are a number of residential properties opposite the site and concerns have been raised by residents regarding the potential impacts of noise and light pollution.
42. Regarding noise, the site must be viewed in the context of being next to a busy A class road and in close proximity to Norwich Airport, both of which mean the background noise in the vicinity of the site is likely to be relatively high. The main noise impacts associated with the proposal would relate to the comings and goings of hire vehicles and customer vehicles, and the servicing and repair of vehicles. In terms of the noise from increased vehicle movements, it is unlikely that there would be a significant increase in noise given the high number of vehicle movements up and down the Holt Road which already takes place.
43. In relation to repairs and servicing, providing these activities take place within a suitably sound insulated building, then it should be possible to ensure that noise levels are kept within acceptable limits, and again, these would be also mitigated by the high background noise from traffic and aeroplanes in the vicinity of the site.
44. A number of conditions are proposed to control the impacts of the proposal. These include restricting the opening hours of the business to between 7.30am and 8.00pm Monday to Saturdays, and no opening on Sundays or public holidays. The exception to this would be on the occasions where customers wish to return vehicles outside of normal opening hours. This would operate by customers returning the vehicle to the depot and posting the keys through a drop-box. In discussion with the applicant, the instances of this are relatively rare and therefore the impacts associated with it are considered acceptable, providing that this is the only activity which takes place outside of the prescribed times.
45. Slightly more restrictive time constraints are recommended for the servicing and repair of vehicles – with it being recommended that this does not take place outside of the hours 7.30am – 6.30pm Monday to Saturdays and no servicing/repairs to take place on Sundays and public holidays. Further conditions preventing vehicle servicing outside of any building and ensuring that a scheme of suitable sound insulation is

submitted to the council for approval prior to the use taking place are recommended to ensure impacts on local residents are acceptable.

46. Regarding the impact of light pollution, it is considered that there would be some impact from the vehicles turning into and out of the site for residents opposite the access, but regard is had to the fact the street is lit, carries a significant volume of traffic and the impact would be intermittent. Furthermore, the conditions restricting opening hours would greatly minimise the instances of this impact during unsociable hours. A condition is recommended securing the details of any external lighting on site, to ensure that impacts on neighbours and Norwich Airport are acceptable. Subject to this, the light impacts of the proposal are considered acceptable.

Main issue 6: Impact on Norwich Airport

47. The application site is in close proximity to Norwich Airport including the main runway. The proposal has the potential to affect the Airport in two ways, firstly in terms of airport safeguarding due to the proximity of radar and localiser equipment, and secondly in terms of the future growth and development of Norwich Airport.
48. Regarding safeguarding, discussions and negotiations have taken place between the Airport and the Applicant to ensure there is no conflict with safeguarding equipment. A condition is recommended controlling the heights of buildings and structures in different parts of the site. A number of other conditions are recommended at the request of Norwich Airport to ensure there is no conflict with safeguarding. One of these is related to height of cranes which can be controlled via the submission of a construction management plan which the Airport would be consulted on. The other conditions relate to landscaping, materials and external lighting. These matters will be controlled by the reserved matters application and therefore it is not proposed to add these at this stage. Subject to control of all of these matters the Airport raises no objection on safeguarding grounds.
49. The Airport does, however, object to the proposal on commercial grounds. The Airport has identified the land within its draft masterplan as being required for growth (potentially long stay parking) post 2030. This does not fulfil the policy requirement of R30, which required a finalised masterplan to have been endorsed by the city council within 2 years of adoption of the Local Plan, the deadline therefore being December 2016. It is therefore considered that given the provision of policy R30, limited weight can be attached to this objection on commercial grounds. In addition it is noted the site is relatively small in size and is not currently owned by the Airport. It is therefore unlikely to seriously jeopardise the growth of the Airport.
50. The concerns of the Airport about highway impacts are addressed in section 4. In terms of the other concerns raised by the Airport, it is not considered reasonable or related to planning to prevent the Applicant from hiring private cars to customers. An application for change of use would be required if there was a proposal to accommodate a public car park within the site.

Main issue 7: Flood risk

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

52. The site is within flood zone 1 and therefore is not at a high risk of flooding. It is considered that a suitable surface water drainage scheme could be agreed at reserved matters stage.

Main issue 8: Biodiversity

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

54. The site is predominantly comprised of grassland which is likely to be of low ecological value. There would be opportunities to improve biodiversity within the detailed plans stage, however plant species which attract birds are not encouraged due to the safeguarding issues this could cause for Norwich Airport.

Compliance with other relevant development plan policies

55. 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	To be dealt with at reserved matters stage
Car parking provision	DM31	To be dealt with at reserved matters stage
Refuse Storage/servicing	DM31	To be dealt with at reserved matters stage
Energy efficiency	JCS 1 & 3 DM3	To be dealt with at reserved matters stage
Water efficiency	JCS 1 & 3	To be dealt with at reserved matters stage
Sustainable urban drainage	DM3/5	To be dealt with at reserved matters stage

Equalities and diversity issues

56. There are no significant equality or diversity issues.

Local finance considerations

57. 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.

58. 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.

59. In this case local finance considerations are not considered to be material to the case.

Conclusion

60. Whilst similar proposals were refused in 2006 and 2008, the policy context has changed with the site now being allocated within the Norwich Local Plan for employment/airport development. The proposal accords with the requirements of policy R30, with no objection from highway officers regarding the creation of a new vehicle access onto Holt Road. The appearance and landscaping of the site would be considered at reserved matters stage, but there is sufficient space to improve the landscaping of the site to minimise visual impacts. The amenity impacts and traffic impacts of the proposal would be via conditions to ensure no material harm occurs to neighbouring occupiers or to the free flow of traffic and highway safety.

61. 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

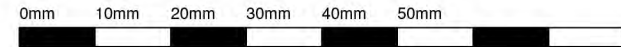
To approve application no. 17/01555/O - Land For Storage And Premises Opposite 153 Holt Road Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Use of site restricted to vehicle hire only.
4. Site not to open to the public (except for the purposes of returning hire vehicles only) and no servicing of vehicles outside of the hours 07.30-20.00 Monday to Saturday, with no opening on Sundays or public holidays.
5. No servicing or repair of vehicles shall take place outside of the hours 07.30-18.30 Monday to Saturday and not at all on Sundays or public holidays.
6. No machinery or power tools to be operated outside the building except for the purpose of maintenance of land or buildings.
7. Noise assessment and details of noise mitigation measures to be submitted with reserved matters application.
8. No external lighting, other than security lighting to be used outside of the hours 07.00-23.00 on any day.
9. No loudspeaker or audio equipment to be used outside of any building.
10. Access to the site to be via main access only and all other access shall be permanently closed, and the highway verge shall be reinstated in accordance with a scheme to be agreed.
11. Gradient of vehicle access not to exceed 1:12 for the first 15 metres into the site as measured from the carriageway.
12. Prior to commencement of use any access gates/bollard/chain or other means of enclosure shall be hung to open inwards, set back and thereafter retained a minimum distance of 15 metres from the near channel edge of the adjacent carriageway. Any sidewalls/fences/hedges adjacent to the access shall be splayed at an angle of 45 degrees from each of the outside gateposts to the front boundary of the site.

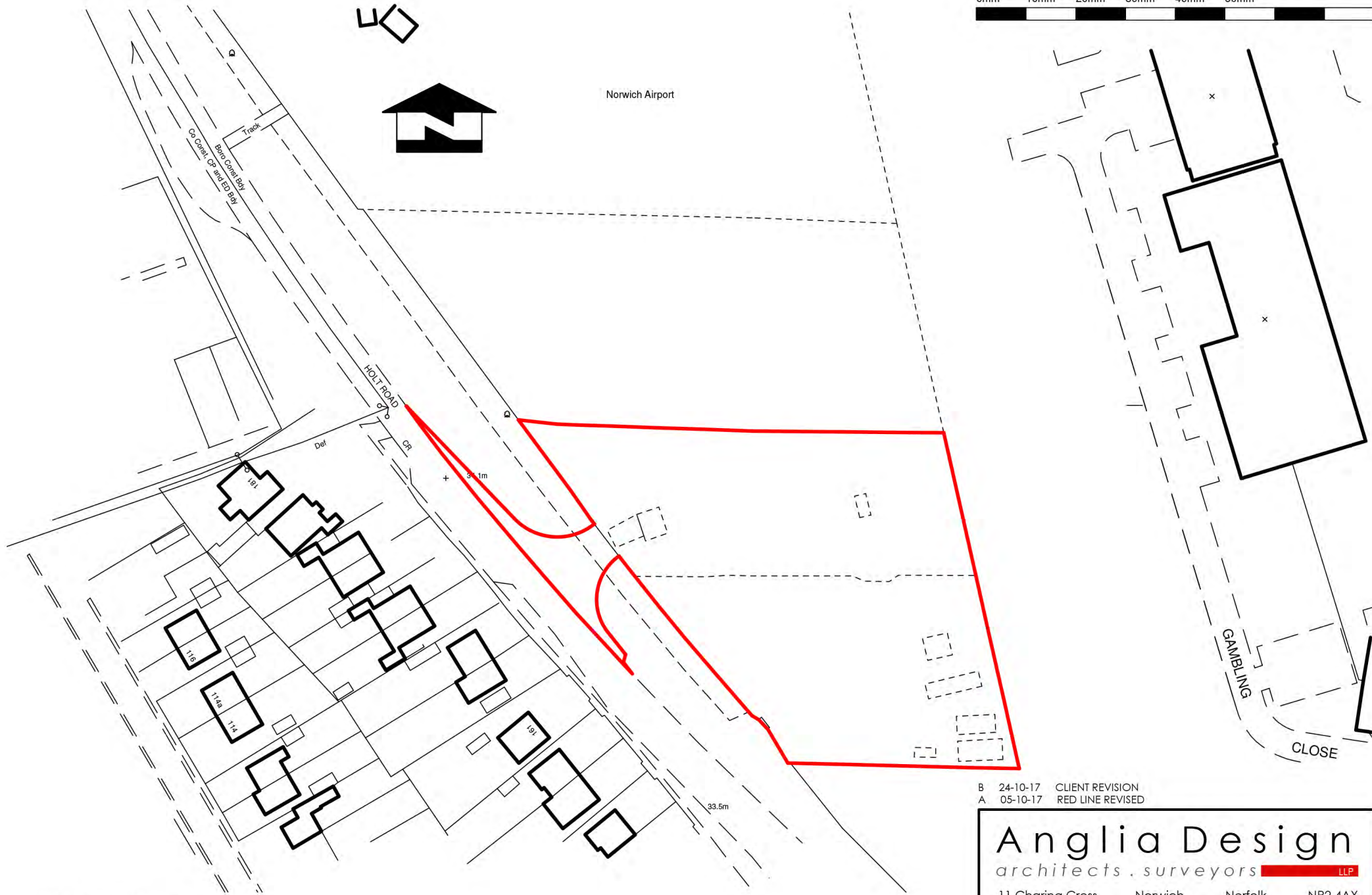
13. Parking/servicing and loading areas to be laid out, demarcated, surfaced and drained in accordance with the approved plan and retained thereafter for the duration of the use.
14. No works shall commence on site until a construction management plan has been submitted including details of any cranes and wheel washing facilities.
15. No commencement of development until a detailed scheme for the off-site improvement works (access and pedestrian improvements) have been submitted and approved. Prior to the commencement of the use permitted the improvement works shall be implemented in accordance with the approved details.
16. Works on site to be carried out in accordance with approved Arboricultural reports and plans.
17. No building or structure on site to be higher than 8m above ordnance datum and within the zone of the localiser beam, no building or structure to be higher than 6m above ordnance datum.

Article 32(5) statement

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



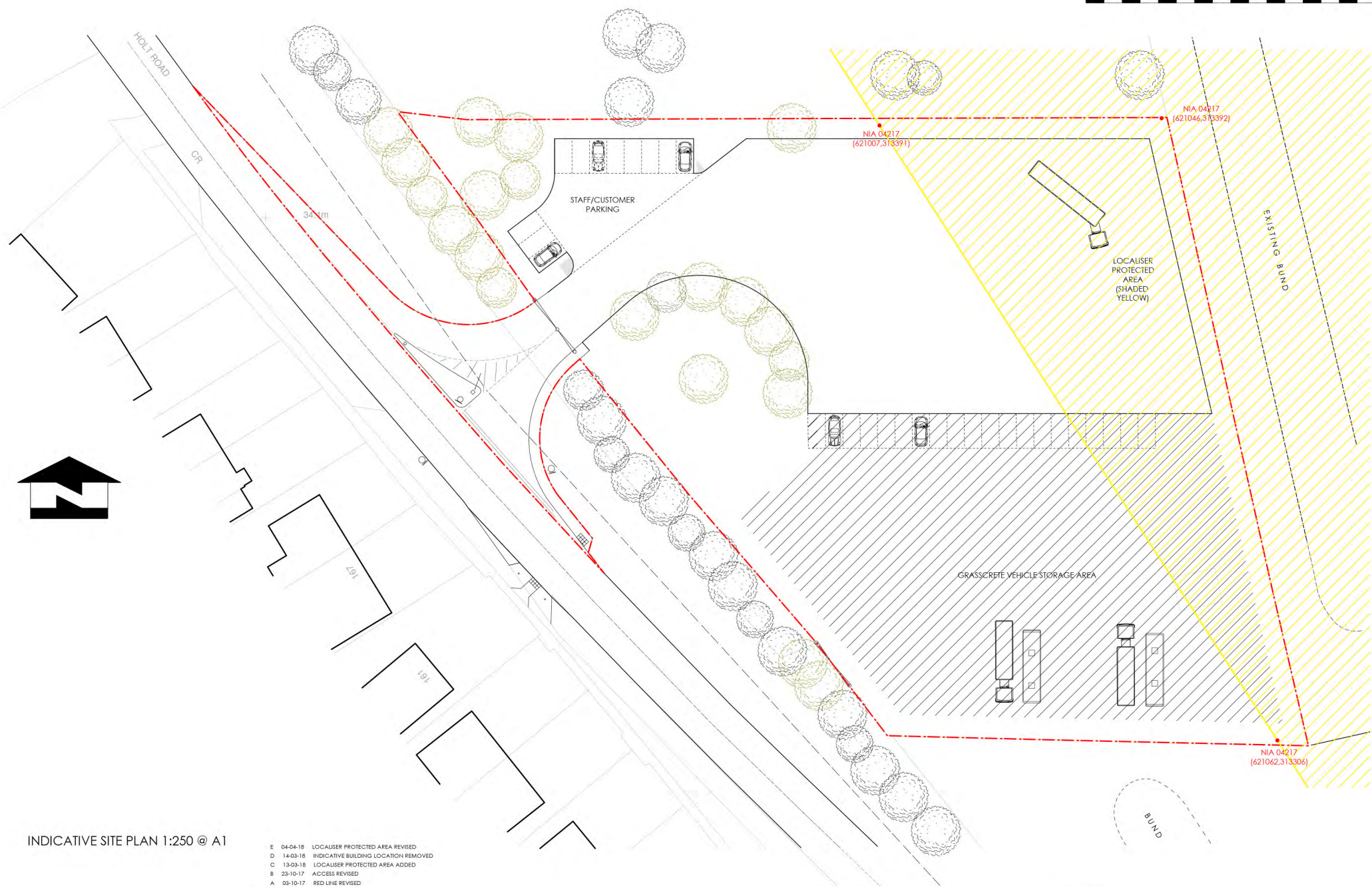
Norwich Airport



B 24-10-17 CLIENT REVISION
 A 05-10-17 RED LINE REVISED

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INDICATIVE SITE PLAN 1:250 @ A1

- E 04-04-18 LOCALISER PROTECTED AREA REVISED
- D 14-03-18 INDICATIVE BUILDING LOCATION REMOVED
- C 13-03-18 LOCALISER PROTECTED AREA ADDED
- B 23-10-17 ACCESS REVISED
- A 03-10-17 RED LINE REVISED

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Land at Holt Road, Norwich, Norfolk,
 NR6 6UA - Trott Rentals Ltd
 Date: July 2017
 Drawing No: RS/3931/17/01

SITE PLAN

Anglia Design
 architects . surveyors LLP

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