

Reference: 06/21/0853/D

Parish: Bradwell

Case Officer: Gordon Sutherland

EOT agreed: 31-03-22

Applicant: Persimmon Homes (Anglia) Ltd

Proposal: Approval of reserved matters - access, appearance, landscaping, layout and scale pursuant to outline planning permission 06/13/0652/O - for residential development comprising 171 dwellings and associated works (Phase 5 of Wheatcroft Farm development)

Site: Land at Wheatcroft Farm, Beccles Road, Bradwell

REPORT

1. Background

- 1.1** This is an application for approval of reserved matters for a major residential development. The Great Yarmouth Core Strategy included the allocation of land south of Bradwell for a mixed use residential and commercial development incorporating the Enterprise Zone at Beacon Park. The designated land included space for 1,000 new homes and its development would facilitate the provision of the A12(A47)/A143 link road (now Beaufort Way), school and health facilities. Policy CS18 refers.
- 1.2** Outline Planning Permission was approved for the majority of the allocated land on 11 August 2014 ref 06/13/0652/O - (48.2 hectares); 700 dwellings, commercial mixed use; consisting of B1, B2, B8, uses, and a local centre to include A1-A5, B1, D1 & other community uses; primary school and open space. The general masterplan for the outline permission site is provided for reference within Appendix 2 to this report.
- 1.3** The outline permission requires application(s) for approval of reserved matters to be made to the LPA no later 10 years from the date of the planning permission.
- 1.4** The dwellings are being built in 6 phases. Phase 1 was given full permission at the same time in 2014 for 150 dwellings. To date planning permission has been given for reserved matters for phase 2 (127 dwellings), phase 3 (184 dwellings) and phase 4 (125 dwellings). Phases 1-3 are complete and phase 4 is nearing completion.

- 1.5 It should be noted that any community infrastructure (planning obligation) requirements were considered at the outline application stage and were included in the associated Section 106 agreement at that time.

2. Site and Context

- 2.1 This Phase 5 application site extends to 6.35 ha. / 15.69 acres in area and comprises land last used for agriculture. Phases 3 and 4 adjoin this site to the north separated by the existing estate road, Chaplin Road; Woodfarm Lane forms the boundary to the northeast; there is a woodland on its southern and western boundaries, and along the south-west boundary is Beaufort Way (the A47/A143 link road).
- 2.2 The northwest corner of the site is opposite the site of the proposed local centre for the wider neighbourhood (which formed part of the outline permission). The local centre will contain shops, and service uses, and an application for the reserved matters of the local centre has been submitted to deliver this area as Phase 6 of the outline permission (application ref: 06/21/0944/D).
- 2.3 Also opposite the northwest corner is also the site for the proposed primary school. Pedestrian and bicycle access along Chaplin Road will connect to Oriel Avenue and lead to the Ormiston Academy.
- 2.4 The site is located within the designated development limits for the extension of Bradwell. It is within Flood Zone 1 which is at lowest risk of coastal or river flooding.
- 2.5 As a reserved matters application, the principle of development was established through the grant of outline planning permission with its accompanying technical assessments.
- 2.6 This application includes the following supporting information:
- Development and Landscaping Layout
 - House type floorplans and elevations
 - Fire Engine and Refuse Vehicle tracking plan
 - Accommodation Schedule
 - Arboricultural Impact Assessment and Method Statement
 - Drainage Strategy and Plan
 - Materials Schedule
- 2.7 The site is located in the Green Habitat Impact Zone of between 2.5km to 5km from a nationally and internationally protected wildlife site. The Local Planning Authority has undertaken an Appropriate Assessment to assess the impact of the development individually and cumulatively on designated sites.

3. Proposal

- 3.1** The development within Phase 5 is for 171 dwellings, with associated roads parking and open space. It will be served by a loop road accessed only via two points on Chaplin Road with connected internal estate streets and private drives giving access to 153 market houses comprising: 60, two bed houses; 55, three bed houses; and 38, four bed houses. There will be 18 affordable houses, comprising 8, two bed houses and 10, three bed houses.
- 3.2** The accommodation schedule is of a range of 23 different house types, using red, red multi and buff brick, white and cream render walls, and grey and red roof tiles, although only two combinations of materials are proposed. Most dwellings are 2 storey but there are 26, two and a half storey units.
- 3.3** The proposed development comprises 10% affordable housing. The affordable housing mix, type and tenure has been developed in accordance with local requirements. This is in accordance with the S106 requirement and the outline permission.
- 3.4** The Phase 5 layout (see Appendix 3) includes two areas of public open space consistent with the indicative masterplan for the neighbourhood (at Appendix 2). Tree planting is shown at regular intervals along the frontage with Beaufort Way and there are some additional trees on Chaplin Road and within the open spaces. A surface water infiltration basin is located within the eastern open space area. The basin will include dense shrub planting to help dissipate flows and provide pollution mitigation. The max depth of the basin is 2m graded 1 in 4 slope with a water depth of 43cm in a 1 in 2 year rainfall event and 60cm in a 1 in 10 year event. The basin will be fenced as per assessments of the Royal Society for the Prevention of Accidents (RoSPA).

4. Relevant Planning History

4.1 06/13/0652/O

- 1) Full planning permission for Phase 1 of residential development 150 houses.
- 2) Outline Planning Permission (48.2 hectares); 700 dwellings, commercial mixed use; consisting of B1, B2, B8, local centre to include A1-A5, B1, D1 & other community uses; primary school and open space. Approved 11 August 2014.

06/21/0944/D

Approval of reserved matters for a Commercial mixed-use scheme to deliver Bradwell Local Centre - pp 06/13/0652/O - Outline Planning Permission (48.2 hectares); 700 dwellings, commercial mixed use; consisting of B1, B2, B8, local centre to include A1-A5, B1, D1 & other community uses; primary school and open space.

5. Consultations: - All consultation responses received are available online or at the Town Hall during opening hours

5.1 Over 80 addresses adjoining the site were notified and a site notice placed at public locations adjoining the site. One representation has been received from a member of the public, which points out that a school, shops, and a surgery have yet to be built and considers residents don't have enough parking.

5.2 Bradwell Parish Council raise no objection.

Consultations – External

5.3 Norfolk Fire and Rescue Service. Advise it has no observations. The development will be required to comply with the Building Regulations.

5.4 Highways England. Raise no objection, and advise this Reserved Matters application (for Access, Appearance, Landscape, Layout and Scale) is unlikely to have any severe impact upon the Strategic Road Network (A47).

5.5 Local Highways Authority (HA) – The applicant has worked with the Highway Authority to devise a layout that complies with its technical design requirements in terms of alignment, visibility, parking and turning. Standard conditions are recommended to ensure the roads are built in accordance with specifications.

5.6 Historic Environment Service - Archaeology – The NCC Historic Environment Service (HES) has no comments to make and advise that there is no further requirement for archaeological mitigation within Phase 5 of the development.

5.7 Lead Local Flood Authority (LLFA) – Has no objection to this reserved matter planning application being approved. It advises that sufficient evidence has been submitted to guarantee that sufficient space has been allocated within the layout for drainage infrastructure and to support a robust drainage strategy for this development. Drawings and calculations have been provided in the appendices attached in the drainage strategy report for phase 5 (ASD Consultants, Ref. 1196.05/SC/DS/08-21, August 2021).

5.8 Ecology – The Natural Environment Team (NETI) at Norfolk County Council has not responded to the consultation.

5.9 Based on replies from NETI for other sites, a condition is recommended to enhance the site for biodiversity (installing bird and bat boxes and requiring hedgehog holes to be provided in fences) in accordance with Core Strategy policy 11.

5.10 Natural England (NE) – Advise that as submitted, the application could have potential significant effects on National Site Network designated habitat sites designated for nature conservation in the Borough and Broads area, namely:

- Great Yarmouth and North Denes Special Protection Area
- Breydon Water Special Protection Area
- Breydon Water Ramsar
- The Broads Special Area of Conservation
- Broadland Special Protection Area
- Broadland Ramsar
- Winterton–Horsey Dunes Special Area of Conservation

- 5.11** NE required further information in order to determine the significance of these impacts and the scope for mitigation in the form of a Habitats Regulations Assessment. The Local Planning Authority has undertaken an Appropriate Assessment (AA) to consider the direct recreational disturbance impacts. NE has been reconsulted to confirm that it concurs with the AA, and any response will be reported verbally at the committee meeting.
- 5.12** **Statutory Undertakers – Anglian Water (AW)** confirm that the foul drainage strategy is acceptable to Anglian Water and advise the surface water drainage strategy in this case is a matter for the Lead Local Flood Authority. AW advise detailed foul drainage information will be required to discharge the conditions on the outline permission. An informative is recommended to remind the applicant of this requirement of the outline permission.
- 5.13** **Norfolk Constabulary – Designing out Crime** – No response was received.

Consultation - Internal GYBC

- 5.14** **Tree Officer** – There is an existing woodland beyond and adjoining the site to the south, an existing hedge along Woodfarm Lane which includes an Oak tree. There is an Ash tree towards the southwestern boundary. There are two groups of trees enveloping the electricity substation on land adjoining the site to the northeast and a remnant of a field hedge within the site.
- 5.15** Excepting the latter which does not contain woody species, bar some hawthorn, the other trees and hedges are all proposed to be retained and protected during construction. The tree officer has inspected the trees and hedges and concurs with the proposals. Plot 753 has been moved north to give more space to the Oak Tree. The Ash tree is located in an area of open space across the street from plots 629 and 630. The location of the proposed open space in the northeast corner of the site overlaps with the retained trees and hedgerow.
- 5.16** The tree officer encourages the provision of native species within the landscaping plan. A condition is recommended to submit further detailed plans of the tree and hedge species to be used for approval. The Arboricultural Impact Assessment and Method Statement includes details of tree protection proposed during construction.
- 5.17** **Affordable Housing** – as per Core Strategy Policy CS4 Delivering Affordable Housing, the proposal provides 10% affordable housing as required in Affordable Housing Submarket Area 2. 18 units are required to comply with the

S106 agreement for the outline planning permission. The units will be 3-bed 6-person dwellings and meet the Department of Community and Local Government Nationally Described Space Standards (NDSS) of 102 m². The Housing Service notes that units are grouped within this phase but when considered as a whole neighbourhood the houses are spread and therefore complies with policy CS4. The dwellings will be for affordable rent, which meets the dominant need within the Borough.

- 5.18 Conservation Officer** – No objection and recommend refer to NCC Historic Environment Service. That response is set out above (no objection).
- 5.19 Environmental Health** - The Environmental Health Officer (EHO) has no objection noting that a Site Investigation-Phase 1 contaminated land assessment and Phase 2 intrusive investigation have already been undertaken in association with the outline permission. A standard condition is recommended to ensure that the developer inform the Local Planning Authority if any contamination is encountered during construction including a plan for mitigation. Standard conditions were included in the outline permission regarding hours of construction and maintaining air quality.
- 5.20 Strategic Planning** – The strategic planning officer refers to the Planning policy context for this application CS 18, and focusses on design considerations as set out in Policy A2 Housing design principles of the newly adopted Local Plan Part 2 (LPP2). The advice suggests a bicycle and pedestrian connection should be provided through the proposed public open space to connect with Woodfarm Lane. The applicant has amended the layout plan to accommodate this.
- 5.21** The advice also considered that the layout has too much frontage curtilage parking and that instead houses should be placed at the front of plots with and parking set to the sides of the properties where possible, to create a stronger street frontage. Further, officers identify that there are no tree-lined streets throughout this phase of development, despite requirements of Policy A2(d). This is discussed in the assessment section of the report.

6. Assessment of Planning Considerations:

Relevant planning policy

- 6.1** Planning law at Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. This is reiterated at and paragraphs 2 and 47 of the National Planning policy Framework (NPPF).
- 6.2** Whilst the Council has an up-to-date development plan and 5-year-housing land supply the National Planning Policy Framework remains a material consideration, but the development plan retains primacy.

Adopted Core Strategy 2013-2030

- 6.3** Great Yarmouth Borough adopted Local Plan Policy CS2 “Achieving sustainable growth” in the Core Strategy (2015) ensures that new residential development is distributed according to the policy’s settlement hierarchy which seeks to balance the delivery of homes with creating resilient, self-contained communities and reducing the need to travel. The settlement hierarchy identifies that approximately 30% of new development will take place in the Boroughs key service centres at Bradwell and Caister on Sea.
- 6.4** Policy CS18 “Extending the Beacon Park development at land south of Bradwell” sets out the principles for a mixed use residential and commercial development incorporating the Enterprise Zone at Beacon Park. The designated land included space for 1,000 new homes and its development would facilitate the provision of the A12(A47)/A143 link road, school and health facilities.
- 6.5** The principle of development is established by this policy, the site’s location in the local plan development limits and the existing outline planning permission. The outline permission considered the infrastructure implications of the development including the provision of affordable housing and therefore this assessment relates only to the reserved matters which require approval, namely: access, appearance, landscaping, layout and scale.
- 6.6** Policy CS4 “Delivering affordable housing” – The site lies within Affordable Housing Sub-market Area 2. A scheme of 171 dwellings in this location is required to provide 10% affordable housing (18 dwellings). The proposal complies with this policy.
- 6.7** Policy CS9 – “Encouraging well-designed, distinctive places” states amongst other things that development should respond to the surrounding areas distinctive characteristics such as scale form and materials, create attractive, functional places with active frontages, provide safe and convenient routes for cyclists and pedestrians, vehicular access and parking suitable for the use, protect the amenity of residents from noise, light and air pollution, enhance biodiversity, landscape features and townscape quality, have energy efficient site layouts and designs, fulfil the day to day needs of residents with suitable private and communal open space and appropriate waste and recycling facilities.
- 6.8** Policy CS11 “Enhancing the natural environment” requires the authority to assess the impacts of development on natural assets. In this case an assessment was made by the Local Planning Authority at outline planning application stage. The outline application included a comprehensive environmental assessment.
- 6.9** Policy CS13 “Protecting areas at risk of flooding or coastal change” (a) directs new development proposals away from areas of highest risk of flooding unless the requirements of the Sequential Test and Exception Test (where applicable) are met, and a satisfactory Flood Response Plan has been prepared. In this

case the site is located in Flood Zone 1. The Flood Risk Assessment provided with the outline application identified that the site is at low risk of river and coastal flooding.

Local Plan Part 2 (2021)

- 6.10** Policy GSP1 (Development limits) – retains the emphasis on development in sustainable locations within development limits.
- 6.11** Policy A1 (Amenity) – requires particular consideration on the form of development and its impact on the local setting in terms of scale, character and appearance.
- 6.12** Policy A2 (Housing design principles) – pushes the design quality of residential developments to a higher standard in terms of their creation of place and urban design and a group of dwellings, and on an individual dwelling basis requires dwellings to meet otherwise-optional building regulations standards, and to be designed with regards to the local context such as local townscape and urban grain and other detailed design requirements. Principles included are that developments should be designed to be adaptable to changing needs and existing and emerging technologies such as home-working, digital connectivity and electric/autonomous vehicles. Developers should also ensure plans are in place for the long-term stewardship and management of public spaces.
- 6.13** Policy E7: Water conservation in new dwellings and holiday accommodation. New residential development, and holiday accommodation in buildings, will be supported only where it meets the higher water efficiency standard of requirement of 110 litres per person per day.
- 6.14** Policy H3 (Housing density) – seeks to make effective use of land with minimum housing densities of 35 dwellings per hectare in Great Yarmouth, Gorleston-on-Sea and Bradwell.
- 6.15** Policy H4 (Open space provision for new housing development) - requires the provision for publicly accessible recreation open space of 103 square metres per dwelling comprising approximately: 24% for outdoor sport; 18% for informal amenity green space; 6% for suitably equipped children's play space; 2% for allotments; 10% for parks and gardens; and 40% for accessible natural green space.
- 6.16** Policy I1- Vehicle parking for developments requires parking to meet current NCC standards and requires developments to be designed to enable charging of plug-in and other ultra low-emission vehicles in safe, accessible and convenient locations.
- 6.17** Policy GSP5 (National Site Network designated habitat sites and species impact avoidance and mitigation) Protects designated habitat sites in and around the Borough from potential adverse impacts associated with new housing development including recreation.

Main issues:

Principle of development

- 6.18** The site has extant outline planning permission for a development of this scale and lies within the Local Plan Part 2 Development Limits wherein development will be supported in principle unless material considerations outweigh that principle. In this case those considerations would relate to the reserved matters of access, appearance, landscaping, layout and scale.

Flood risk

- 6.19** Local policy sequential test requirements direct new development proposal away from areas of highest risk of flooding unless the requirements of the Sequential Test and Exception Test (where applicable) are met, and a satisfactory Flood Response Plan has been prepared.
- 6.20** The site is within Flood Risk Zones 1 and therefore considered as having a low probability of coastal and fluvial flooding. The sequential test is satisfied and the exception test is therefore not applicable.
- 6.21** The development may be outside identified flood zones but it will still need to demonstrate that it will not be susceptible to surface water or ground water flooding and will be required to include a surface water drainage scheme to the satisfaction of the Lead Local Flood Authority. This is considered below.

Access/Highway Safety/Infrastructure

- 6.22** Access for this phase of the development is off Chaplin Road a new access road into the Wheatcroft Farm development from the roundabout off Beaufort Way. The access also serves phases 3 and 4 of the neighbourhood development. Phase 6 is located on the eastern side of Beaufort Way and will be accessed from an eastern leg to the roundabout off Beaufort Way.
- 6.23** The Highways Authority have worked with the applicant and the layout, parking and turning on site are confirmed to meet their expected highways standards, including providing 2 parking spaces per unit for the 2 and 3 bed houses and 3 spaces per dwelling for the four bed houses, with the car spaces adjacent each dwelling.
- 6.24** The layout provides for service access for refuse vehicles. A condition that the layout parking and turning shall be provided as per the revised layout (revision F, Appendix 3) is recommended. The Highway Authority raise no objection subject to various standard conditions.
- 6.25** The Fire Service raise no objection, but the development will need to meet the Building Regulations. A standard condition is recommended for the provision of details of fire hydrants to be submitted and agreed in association with the Fire Service.

Drainage

- 6.26** The proposed surface water drainage strategy is acceptable to the Lead Local Flood Authority. The water infiltration basin will need to be fenced in accordance with the assessment of the Royal Society for the Prevention of Accidents, but the appearance could be detrimental to the overall scheme and residents' amenity if not considered carefully; a condition shall cover this.
- 6.27** The foul water drainage strategy is acceptable to Anglian Water. AW requires the submission and approval of detailed foul drainage information to discharge the conditions, a requirement which already exists on the outline permission. A pumping station has been constructed close to Gorleston Lane electricity substation. It is awaiting electrical connection and is due to go live shortly. The station will pump to the terminal pump station off the roundabout.

Design and layout

- 6.28** A range of 23 house types and the use of red, red multi and buff brick, white and cream render walls and grey and red roof tiles is proposed to provide variety in respect of appearance, materials and detailing throughout the site. The material combinations are limited, however, but the combinations as they are will be interspersed throughout the site to offer some visual interest and attempt to create a varied street scene. The houses are mainly two storey with 26 two and a half story and 1 single storey.
- 6.29** Footways link to the network of facilities including the public rights of way. The layout and house types will be similar and therefore consistent with the prior phases of development.

Dwelling Functionality

- 6.30** 17 of the 19 proposed market housing house-types meet the minimum gross internal floor areas of the Nationally Described Space Standard (NDSS) for house design. The Arden and Alnmouth (2 bed units) and Epping (3 bed units) are below the minimum.
- 6.31** The NDSS for a 2 bed three person 2 storey house is 70 square metres; by comparison the Arden is 50.1 square metres and the Alnmouth is 59.3 square metres, which is considerably lower than recommended.
- 6.32** The NDSS for a 3 bed four person 2 storey house is 84 square metres. The Epping is 70.1 square metres.
- 6.33** The layout includes 17 Arden units, 15 Alnmouth units, and 10 Epping units, so a total of 42 of the market housing dwellings would be below the NDSS. All of the 18 affordable housing dwelling units are more than the minimum NDSS.

- 6.34** Whilst there is no adopted policy requirement for the dwellings to achieve the NDSS, it is a material consideration and such under-sized dwellings would not be supported by national planning guidance.
- 6.35** Policy A2 Housing design principles paragraph f) “Functional, Healthy and Sustainable Homes” states that: “New homes must be built to meet requirement M4(2) of Part M of the building regulations for accessible and adaptable dwellings where practicable”.
- 6.36** Currently the national Building Regulations have three levels of housing accessibility standards. Category M4(1) is the minimum national building regulations level where a dwelling must be visitable by people with disabilities. M4(2) is the category within the building regulations where a dwelling is to be accessible and adaptable for people with disabilities. M4(3) is the category where a dwelling is for a wheelchair user. By making M4(2) such an expectation in planning policy, planning permissions which require it should in turn mean that subsequent building regulations compliance needs to follow the same ‘higher than minimum’ standard.
- 6.37** In this proposal 3 of the proposed market house types would not meet the requirement of M4(2) standards: the Arden (2 bed), Epping and Redcar (3 bed) types. The layout includes 17 Arden units, 10 Epping units and 10 Redcar units), some 37 market housing dwellings overall.
- 6.38** Furthermore, 3 of the proposed affordable house types would also not meet the requirements of M4(2) standards: the Cromer, Hopton and Leiston 3 bed units. The layout includes 7 Cromer units, 8 Hopton units, and 2 Leiston units, some 17 affordable dwellings overall.
- 6.39** As such within this Phase 5 development there would be a total of 54 units which would not meet M4(2) standards, comprising 37 market units and 17 affordable units.
- 6.40** When considered together, it is noted the Arden house type (see Appendix 7) and Epping house types are both significantly smaller and also not accessible/adaptable to M4(2) standard. These represent 27 market housing dwellings (16%).
- 6.41** The applicant advises that the smaller dwellings are very popular, particularly with buyers as they provide a home at a more accessible price, but it must be stressed that these are in no way proposed as affordable housing or any other form of recognised ‘starter home’ or ‘first home’. Nevertheless, the applicant maintains that from their knowledge and experience of the local housing market the development will be able to offer a number of houses that to provide a step into home ownership.
- 6.42** Notwithstanding this case made by the applicant, the proposed development is deficient in terms of:

(i) the overall size of dwellings, as 42 of the 171 dwellings (25%) are significantly smaller than the Nationally Described Space Standard; and,

(ii) the accessibility and adaptability of the dwellings, as 54 (32%) are not proposed to the M4(2) adopted policy standard.

6.43 It is very regrettable that there is a significant proportion of dwellings below the recommended minimum gross internal floor areas of NDSS (25%) and which do not meet M4(2) (32%), or which fail to meet expectations in both respects (16%). However, there is some mitigating circumstance in the fact that the development is part of an overall outline permission which has consistently used these sizes and styles of homes in earlier phases.

6.44 The applicant would suggest that providing 171 dwellings for the community at this point in time is a benefit that carries sufficient weight to justify relaxing the M4(2) policy requirement and having a number of dwellings that would be less than the NDSS. The applicant has also pointed out that they have proposed 1 no. dwelling which is M4(3) compliant (ie in excess of policy expectations), which is an affordable dwelling (a Bawburgh house type model).

Density

6.45 Policy H3 (Housing density) has an indicative minimum density of 35 dwellings per hectare housing. The proposal of 171 dwellings on a site of 6.35 hectares equates to 29 dwellings per hectare density. Given the small size of some of the dwellings, the restricted shape and size of some of the dwellings' gardens, and the presence of car-dominant streetscenes in certain areas, it could be argued that the density is perhaps even too high, or alternatively that the variety of housing types is too limited that it fails to make best use of the site, but regard must be had to the previous form, character and layout of earlier phases.

6.46 The density proposed in this Phase 5 scheme is less than prescribed by new LPP2 policy H3, but the development is consistent with the character of the locality (ie earlier phases) and is reduced in part because of the need to provide infrastructure such as the sustainable drainage and open space, and due to accounting for the retention of trees on the site where possible. Whilst an optimum layout might have made better use of the site, it is noted there was no formally required density level, public open space quota or character area requirements set for the reserved matters phases as part of the outline permission.

Form/Appearance & Parking

6.47 The proposed layout follows broadly the same form as previous phases of residential development in the new neighbourhood. The layout includes a mix of detached, semi-detached and terraced units including units that 'turn the corner' at three locations. The units are mainly two-storey but include 26 two and a half storey units, which will help to provide variety in the street scene in combination with changes in external material finish.

6.48

The predominant form in the layout is of houses being set back from the kerb with a garage and parking to the side, and for the smaller units with parking between the house front and the street. As outlined in the policy section above, policies CS9 Encouraging well-designed, distinctive places and A2 Housing design principles, include principles which aim to avoid built forms where the car is dominant. Para d) "Movement" of A2 says that developments should have a mix of parking solutions to avoid this and ensure highway safety; it states that "Continuous frontage parking should be avoided, Parking spaces in the curtilage of dwellings should only be provided where landscaping or a front garden can also be provided to reduce the impact of cars."

- 6.49** Each plot has a private rear garden with screen fencing, 2 car parking spaces for 2 and 3 bedroom units, and 3 spaces for 4 bedroom units which is as per the NCC parking standard. Space is provided for waste and recycling storage clear of the highway.
- 6.50** In this case, the layout does indicate planting to help break the appearance of frontage parking, but there are runs of a dozen or more houses where there is little scope for landscape planting. Notwithstanding this, it should be noted that long frontage parking is not regarded as a highways safety concern, the consideration is more one of such an arrangement creating an undesirable character and appearance to the street scene. As outlined above the layout is broadly the same as prior phases, so cannot be said be out of character with the rest of the Wheatcroft Farm estate. Finally, the layout does provide space for a limited number of trees to be planted in front gardens. Planning case law calls for consistency in planning decisions unless materially unacceptable. In this case the proposed layout is commonplace and unexceptional but considered acceptable in this context.
- 6.51** The proposed mix of house type and material finishes will be consistent with the prior phases of the new neighbourhood.
- 6.52** A condition is recommended to secure the provision of the submitted landscape scheme which includes tree, shrub planting and hard landscaping.

Landscape

- 6.53** Submitted plans show trees to be planted in the areas of public open space, and at points along Chaplin Road and Beaufort Way, with proposed ornamental tree planting to front gardens and specimen shrub planting. The Council's Arboricultural Officer has recommended that native species trees are planted. A condition is recommended to submit and agree the location, size and species of trees to be planted.
- 6.54** New tree planting and soft landscaping is proposed across the scheme. There are 2 large areas of open space and incidental areas of open space within the phase.

Amenity

- 6.55** The site is adjacent the proposed local centre and the site of the primary school. There will be no significant detrimental impacts on the amenity of the occupants of existing adjoining property. Each plot in Phase 5 has a private rear garden with screen fencing; the sizes and useability of some gardens are rather limited but not dissimilar to the form of earlier phases.

Ecology – internationally and nationally protected sites

- 6.56** The site is located in the Green Habitat Impact Zone over 2.5km to 5km from an internationally protected wildlife site.
- 6.57** The outline planning permission was granted based on environmental reports prepared prior to the adoption of the Councils mitigation strategy to safeguard sites designated for nature conservation. At that time, it was advised by Natural England that with the provision of on-site recreation and linkage to the existing walking and cycling network that there should not be an adverse impact on these sites from this development alone, but that in combination with other development that would be forthcoming in the Borough it was not possible at to be sure there would be no cumulative adverse impact. Natural England advised that it would be the Local Planning Authority's responsibility to ensure these impacts are fully mitigated for and addressed within the emerging Core Strategy.
- 6.58** To address the Natural England advice, the Local Planning Authority has carried out an Appropriate Assessment (AA). The AA identifies the wider development which this phase falls part of (06/13/0652/O), includes significant provision of on-site green infrastructure including two large area of open space which can allow for areas where dogs can be let off leads.
- 6.59** The development is in close proximity to Bluebell Woods (Beacon Park woodland) which provides a high-quality semi natural area with a circular c2.9km dog walking route around it. This particular phase is immediately adjacent to the woodland. The site also has access to a network of public rights of way leading south to Lound Lakes (approximately 2.5km) where there is further opportunity of recreation in a semi-natural setting. Lound Lakes also has a dogs-off lead zone. It is therefore considered that direct impacts of the development in isolation can be ruled out.
- 6.60** The AA concludes that with the proposed on-site open space and recreation provision and the existing off-site provision in the new neighbourhood and its vicinity, there should be no direct impacts on sites designated for nature conservation.
- 6.61** The AA also concludes and that the cumulative impact of this with other development in the Borough can be addressed as per the Council's mitigation strategy whereby mitigation should now be provided with the payment of the standard mitigation and management fee.
- 6.62** If planning permission were granted it would need to be subject to the receipt of a contribution to the Borough Council's Habitats Monitoring & Mitigation

Strategy (£110 per dwelling, £18,810 total), as required by LPP2 Policy GSP5. NB after April 1, 2022 the amount per dwelling rises to £185.93, £31,794 total.

Ecology – on site

- 6.63** The last use of the land has been for agriculture and excepting the existing trees and hedgerow to Woodfarm Lane is not biodiverse. The indicative landscape layout submitted with the application includes the provision of tree planting within open space and ornamental tree planting in front gardens and shrub planting. As reported above the Council's Arboricultural Officer recommends the use of mixed native species. This will help to enhance biodiversity at the site. A condition is recommended to submit and agree further details of the trees to be planted including location and size.
- 6.64** The water infiltration basin will also enhance biodiversity with the occasional presence of water and dense shrub planting to help dissipate flows and provide pollution mitigation.
- 6.65** A condition is also recommended to provide a Biodiversity Enhancement Plan, the plan to include locations for bird boxes, bat boxes and habitat enhancements including the provision of hedgehog holes in boundary fences to each dwelling. The condition would require details to be agreed prior to development proceeding beyond DPC/slab levels. A 'statement of good practice' would also be signed upon completion by the competent ecologist, and be submitted to the LPA, confirming that the specified enhancement measures have been implemented in accordance with good practice upon which the planning consent was granted.

Public open space provision

- 6.66** Policy H4 (Open space provision for new housing development) - requires the provision for publicly accessible recreation open space of 103 square metres per dwelling. Open space provision and its maintenance was provided for and included within the Section 106 Agreement when outline planning permission was granted.
- 6.67** The outline permission included 22% of the total site (56.5ha) allocated for multi-functioning green infrastructure (including 7.6ha open space, 2.7ha green infrastructure and 2ha as drainage areas). The open space included in this application for the approval of Phase 5 reserved matters is consistent with the master plan for the development and includes 0.32ha useable public open space in the northern corner, 0.23ha useable public open space in the central area, and 0.42ha of linear natural greenspace landscape buffer area in the south, with additional greenspace areas in the suds attenuation pond; together some 0.97ha publically accessible open space. By comparison, LPP2 Policy H4 would require 1.67ha pro rata but the general quota required for this development is broadly established by the outline permission.

- 6.68** It should also be noted that the open space for the whole site is primarily aggregated towards the centre of the neighbourhood including an area for playing fields to the west of the local centre.

Environmental enhancements

- 6.69** The applicant has confirmed that the 110 litre per person per day water efficiency requirements of Local Plan Part 2 policy E7 will be accommodated within the design of each dwelling. No details have been provided, so it is necessary to secure these by condition.
- 6.70** Local Plan Part 2 policy I1 expects development design to enable charging of plug-in and other ultra low-emission vehicles in safe, accessible and convenient locations. This policy could be seen as an interim measure whilst the requirements are brought into the Building Regulations. The applicant advises that no plots are planned to include EV charging points and so policy I1 will not be satisfied unless expressly required.
- 6.71** As with the M4(2) expectation, the development would have to provide for a 'higher than minimum' standard of construction compared to prevailing building regulations if planning permission required this. It is not unfeasible to include electric charging in the design proposed, given that the majority of dwellings have in-curtilage parking and few communal parking areas, and the developer has not suggested it is unviable.
- 6.72** Although from 15th June 2022 the building regulations will require EV charging under 'approved Document S' (which applies to: 'new residential and non-residential buildings; buildings undergoing a material change of use to dwellings; residential and non-residential buildings undergoing major renovation; and mixed-use buildings that are either new, or undergoing major renovation'), there are certain exemptions possible because it does not apply to work subject to a building notice, full plans application or initial notice submitted before that date, provided the work is started on site before 15 June 2023.
- 6.73** It should not therefore be assumed that the building regulations would require electric vehicle charging automatically, and so the use of a condition is necessary to make the development compliant to policy. Any permission can require electric charging to be provided by condition to help address the policy, and it is recommended to do so.

Other Matters

- 6.74** Referred to in the single objection received, but beyond the scope of this application, the Education Authority has advised the developer of its intent to develop the allocated primary school site. A separate reserved matters application is pending consideration for development of the local centre.

- 6.75** As outlined in the report above, parking within prior phases of the neighbourhood has been in accordance with the NCC parking standards.

7. Local Finance Considerations:

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 such as new homes bonus or the Community Infrastructure Levy. It is noted that the Borough of Great Yarmouth does not have the Community Infrastructure Levy. 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. It is assessed that financial gain does not play a part in the recommendation for the determination of this application.

8. Shadow Habitats Regulation Assessment

- 8.1** The site lies within the Green Habitat Impact Zone over 2.5km to 5km from a nationally protected wildlife site and for developments greater than 10 dwellings a bespoke Shadow Habitat Regulations Assessment (HRA) is normally required. See section 6 Ecology. An Appropriate Assessment has been undertaken by the LPA that determines there would be no direct impact on designated sites from the development itself but that the cumulative impact of development should be mitigated by the provision of a standard mitigation payment as provided for in the Councils mitigation and monitoring strategy.

9. Concluding Assessment

- 9.1** **The principle of development** is acceptable where land is located within the development limits, where it established by extant outline permission(s), and where flood risk is low.
- 9.2** **Character and Appearance of the Locality** - The design and appearance of the development is consistent with the adjoining phases of the neighbourhood, and it is considered to generally comply with Policies CS9, A1 and A2.
- 9.3** The proposal is contrary to Policy A2 in regard to paragraph f); and the Committee will need to consider whether it is minded to relax the recently-adopted M4(2) requirement in this case. The applicant contends this is not feasible in the proposal submitted and unnecessary for the form and use of the dwellings concerned. However, that said, the need to provide enhanced standards of housing design has been well understood by the local

development industry since long before the application was submitted in October 2021, even though the policy was not adopted until December 2021.

- 9.4** On balance, Officers consider that the development proposed in the reserved matters has to some extent been dictated by the outline planning permission, in respect of the density expectations and form of dwelling types seen in earlier phases, and the possible implications of altering the housing types proposed (i.e. impact on limited garden sizes, possible reduction in number of dwellings, compromised amenity space etc).
- 9.5** The proposal is also significantly below the expected nationally described space standard, but this is not a requirement established in adopted local plan policies nor actually set out within the National Planning Policy Framework.
- 9.6** In summary, Officers consider there are mitigating circumstances to suggest that the M4(2) requirement should not be enforced through seeking amended plans, and there are insufficient policy grounds on which to require the NDSS.
- 9.7** **Amenity** – The site is able to accommodate 171 family dwellings with parking to standard and with private gardens. The dwellings will have good access to public open space and public rights of way. The site is adjacent to the future local centre for the provision of local shops and services, the site is also adjacent to the proposed primary school.
- 9.8** **Highway Safety** - The proposal has been designed to meet highway standards for access and parking and on-site manoeuvring of service vehicles.
- 9.9** **Ecology** – A mitigation payment is required to satisfy the Habitats regulations, and if the Committee is minded to approve this application, permission would not be issued before receipt of said payment.

10. RECOMMENDATION: -

- 10.1 Approve** – Subject to the use of conditions, the proposal is considered to generally comply with the aims of Policies CS2, CS4, CS9, CS11, CS13 and CS18 of the Great Yarmouth Local Plan Core Strategy, and also Policies A1, A2, E7, H3, I1, I3, GSP1 and GSP5 of Local Plan Part 2.

10.2 Subject to:

- (A) The receipt of the habitats mitigation and monitoring payment of £110/dwelling (if received prior to 1 April 2022, or £185.93/dwelling if received after that date); and,
- (B) No adverse comments being received from Natural England; and,
- (C) Confirmation from Natural England that they concur with the LPA's Appropriate Assessment;

and,

(D) **Conditions** (summarised) including but not limited to:

1. time limit for commencement as set out by the outline permission;
2. in accordance with location plan, layout plan, floor plans and elevations, Affordable Housing Plan, Tracking Plan, Accommodation Schedule, Arboricultural Impact Assessment, Drainage Strategy Plan, Impermeable Area Plan, Highway Infiltration Basin General Arrangement Plan, Exceedance Flow Routes, Drainage Strategy, and Materials Schedule.
3. remediation of any contamination not previously identified, encountered during construction

Prior to construction above slab level:

4. detailed plans of off-site highway improvement works (to facilitate pedestrian provision on Woodfarm Lane and Oriel Avenue to link with existing provision to the north) to be submitted and approved, and to be provided thereafter prior to occupation
5. details of the fencing around the attenuation basin to be agreed, and to be provided thereafter prior to occupation
6. a scheme for the provision of fire hydrants on the development to be submitted and agreed, and to be provided prior to occupation
7. details of a biodiversity enhancement scheme to be agreed, to include as a minimum 120 bird boxes and 50 bat boxes; hedgehog holes to boundary fences to be submitted and approved, and to be provided thereafter prior to occupation
8. provision of details of landscape scheme to be submitted and approved, and to be provided thereafter prior to occupation
9. details of boundary treatments to be agreed to all dwellings and communal areas, and to be provided thereafter prior to occupation
10. details of water efficiency measures to be submitted and agreed, water efficiency standard of requirement of 110 litres per person per day, and to be provided thereafter prior to occupation
11. details of the provision of electric vehicle charging for each dwelling to be agreed, and to be provided thereafter prior to occupation

Prior to occupation:

12. the bin storage areas shown on the approved plans shall be provided and made available for use and shall be retained thereafter.

13.all landscaping, boundary treatments, biodiversity enhancements parking to be available;

14.retention of new landscaping and replacement trees as necessary.

And any others considered appropriate by the Development Manager.

Informative Notes

Anglian Water advise detailed foul drainage information will be required to discharge the conditions on the outline permission.


Appendices:

1. Site location plan
2. Masterplan from outline planning permission 06/13/0652/O.
3. Proposed Phase 5 Layout Plan (Revision F)
4. Example plans & elevations of 'House type Danbury'
5. Example plans & elevations of 'House type Saunton'
6. Example plans & elevations of 'House type Brampton'
7. Example plans & elevations of 'House type Arden'



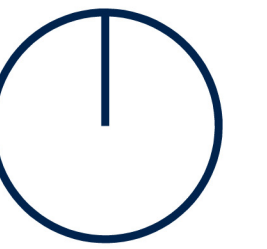
Phase 5 Location

Rev	Date	By

**PERSIMMON**

Persimmon Homes Ltd.
Persimmon House
Bankside 100
Peachman Way
Broadland Business Park
Norwich NR7 0WF
Tel 01603 977200

Site Name: Bradwell Phase 5		
Drawing: Site Location Plan		
Scale@A1: 1:1250	Drawn By: TW	Date: JUNE 2021
Version:	Drawing No: BP5-SLP	Rev:



Concept Masterplan

KEY

- Masterplan boundary - under discussion
- Public Open Space
- Primary Roads - likely type 1 or 2, 5.5-6.3m with 2m verge and 1.8m footway
- Secondary Roads - likely type 2 or 3 - 5.5m with 2.5m parking strip with trees, 1.8m footway
- Tertiary Roads - likely type 3 - 5.5m with footway
- Green Lanes - shared surface 5.5m
- Mews - shared surface 5.5m
- Proposals to be submitted by others

- 1 Local Centre - subject to detailed design
- 2 Primary School (1.5ha) - subject to detailed design
- 3 Employment area - B1, B2 or B8 mix
- 4 Main footpaths
- 5 Potential footpath and cycle Links
- 6 Wheatcroft Cottages to be retained if practicable
- 7 Pavilion to sports ground with associated parking
- 8 A12/A143 Great Yarmouth Link Road with footpath, cycleway and drainage swales
- 9 Attenuation basins
- 10 Swales
- 11 New cycle route along Browston Lane
- 12 Easement for High Voltage Cables

Details of drainage and highways strategy included in detail separately. For details of street types see Design and Access Statement.





SOFT LANDSCAPING KEY

- Existing Tree & Hedge Planting
- Proposed Tree Planting
- Proposed Ornamental Tree Planting to front gardens
- Proposed Specimen Shrub Planting
- Proposed Shrub Planting
- Proposed Ground Cover Mix
- Proposed Hedge Planting

HARD LANDSCAPING KEY

- Asphalt - Adoptable Specification - Roads
- Asphalt - Adoptable Specification - Footpaths
- Macadam - Private Drives
- Block Paving - Buff
- Block Paving - Brindle*
- Block Paving - Charcoal
- Pre-Cast Concrete Paving Slabs - Grey 900mm to front entrance door, 600mm gravel strip to side/rear access and dwelling
- Gravel

* Where brindle block paving is used for Shared Surface roads, roads to be constructed to adoptable specification with block paved finish

Accommodation Schedule			
Housetype	ft²	No.	Total ft²
2 Bed			
Arden	554	17	9,418
Alnmouth	643	15	9,645
Danbury	811	28	22,708
Deepdale	887	3	2,661
Total 2 Bed =		63	
3 Bed			
Epping	763	10	7,630
Glenmore	930	4	3,720
Sherwood	968	6	5,808
Sherwood Cr	968	2	1,936
Redcar	969	10	9,690
Barnwood	1012	9	9,108
Charnwood	1012	1	1,012
Saunton	1035	8	8,280
Braunton	1043	2	2,086
Total 3 Bed =		52	
4 Bed			
Rivington	1094	6	6,564
Burnham	1115	2	2,230
Greenwood	1221	4	4,884
Brampton	1259	5	6,295
Brampton Cr	1259	7	8,813
Selwood	1276	4	5,104
Knebworth	1307	4	5,228
Total 4 Bed =		32	
5 Bed			
Kielder	1415	6	8,490
Total 5 Bed =		6	
Market Dwellings =		153	141,310
Affordable Dwellings			
Hopton	761	8	6,088
Cromer	872	7	6,104
Bawburgh	904	1	904
Leiston	1162	2	2,324
Affordable Dwellings =		18	15,420
Total:		171	142,535
Gross Site Area = 14.91 Acres			
Net Developable Area = 11 Acres			
Site Density = 15.54 Dwellings Per Acre			

F	Plots 736, 744-747 parking extended to 6m.	17.03.22	TW
E	Further highway comments addressed.	16.03.22	TW
D	Highway comments addressed.	15.03.22	TW
C	Accommodation schedule added. Plot 721 changed to Barnwood. Highways comments addressed.	25.01.22	TW
B	Motor locations added to Plots 633, 634, 644, 724, 726, 735 & 756	08.10.21	SR
A	Revised layout to R21 type	21.09.21	SR
Rev			
		Date	By

PERSIMMON

Persimmon Homes Ltd.
Persimmon House
Bankside 100
Broadman Way
Broadland Business Park
Norwich NR7 7DW
Tel: 01603 977200

Site Name:
Bradwell Phase 5

Drawing:
Planning & Landscaping Layout

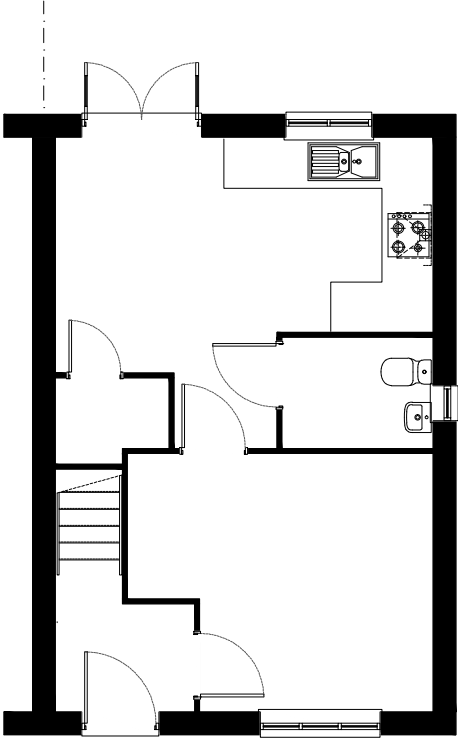
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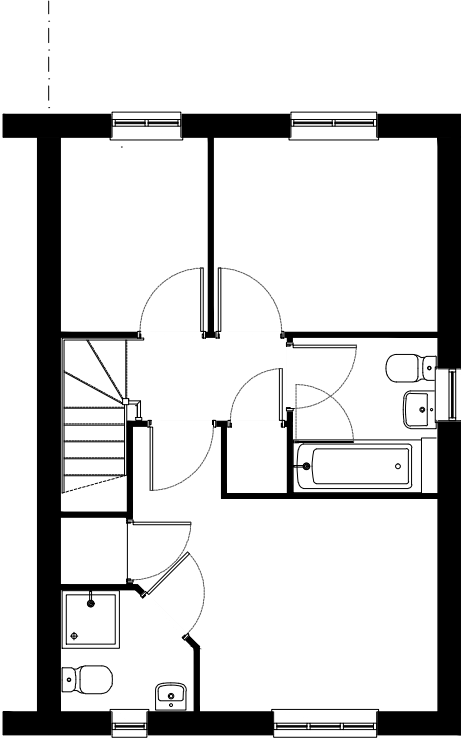
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Version:
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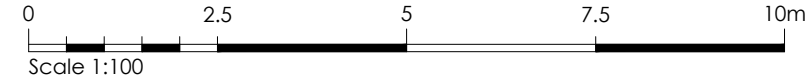
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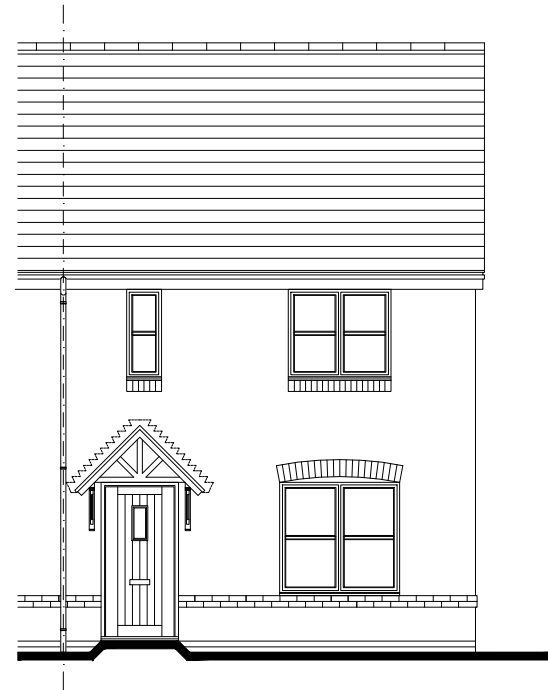


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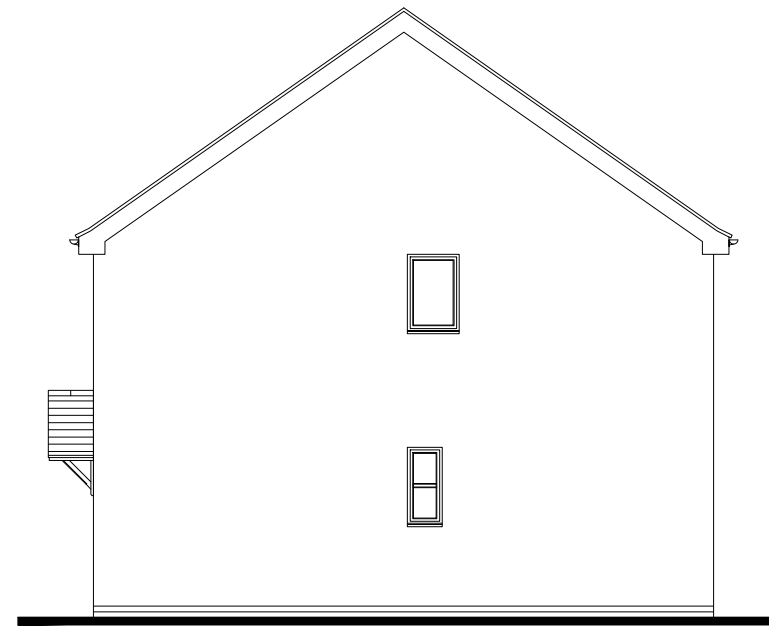


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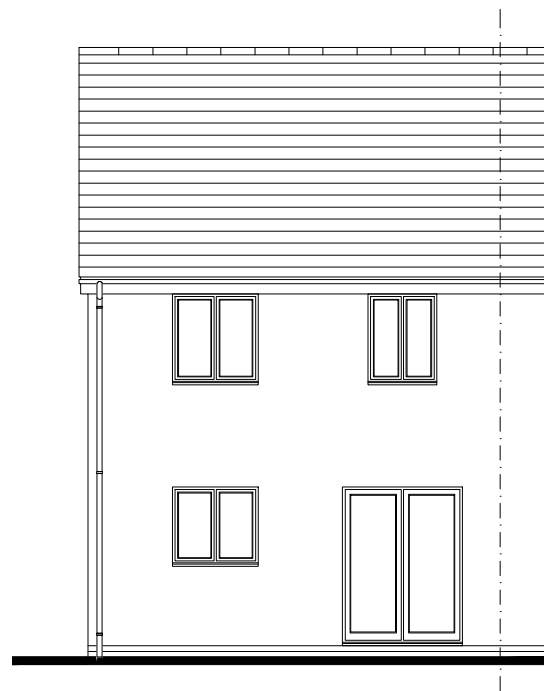
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Drawing Status Preliminary	Dwg. Ref. Da_Sem_R21	- 901	Rev. -



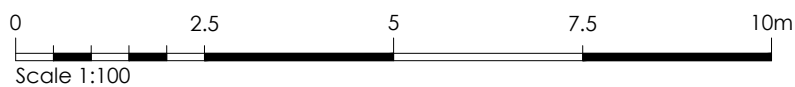
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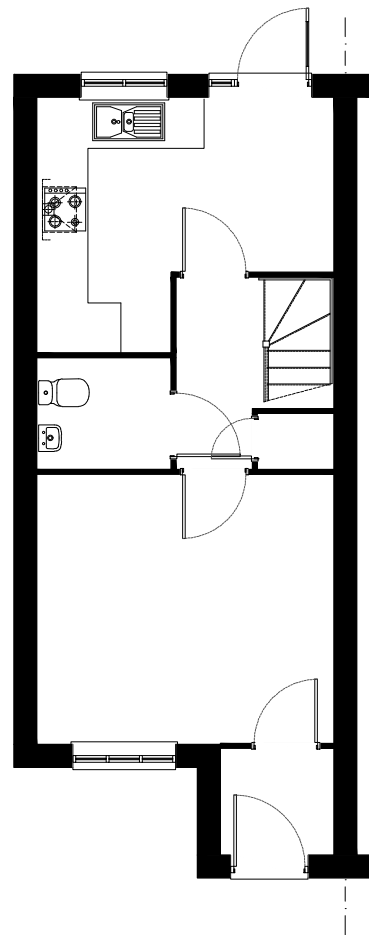


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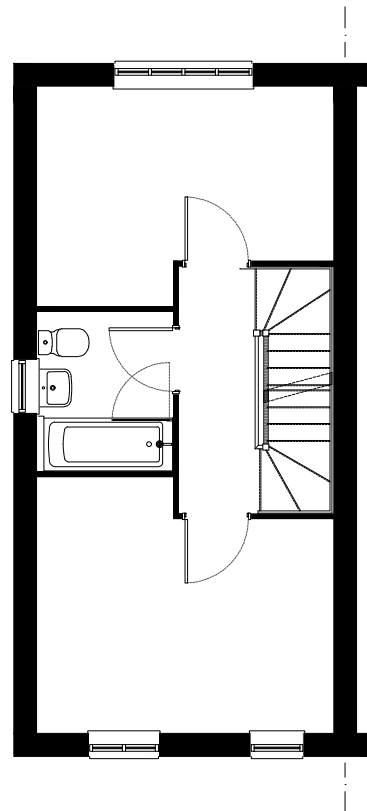


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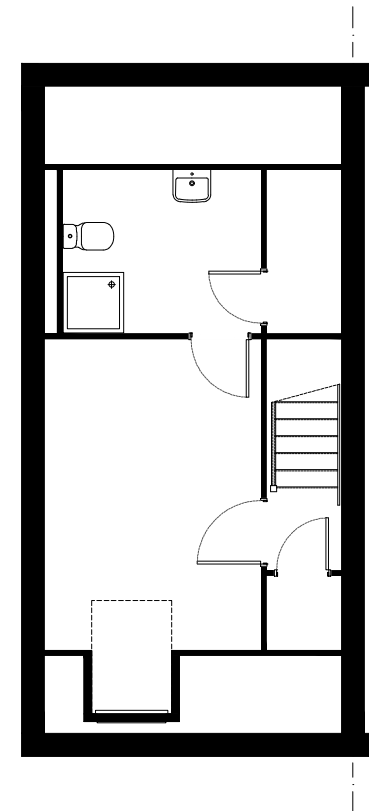
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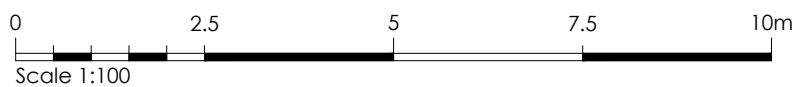
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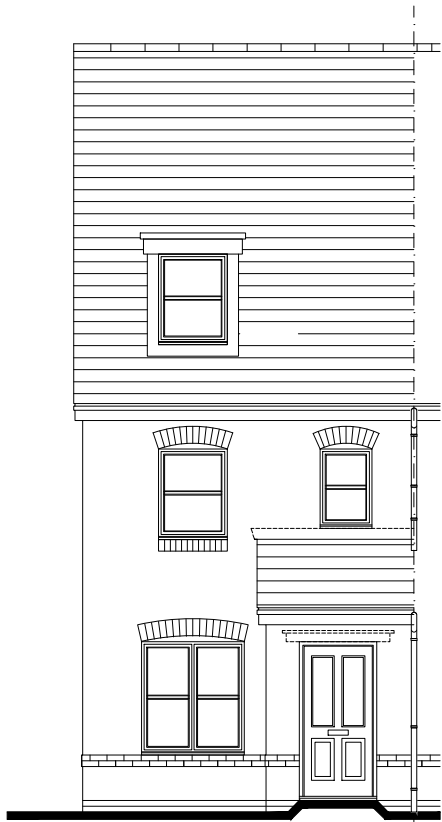


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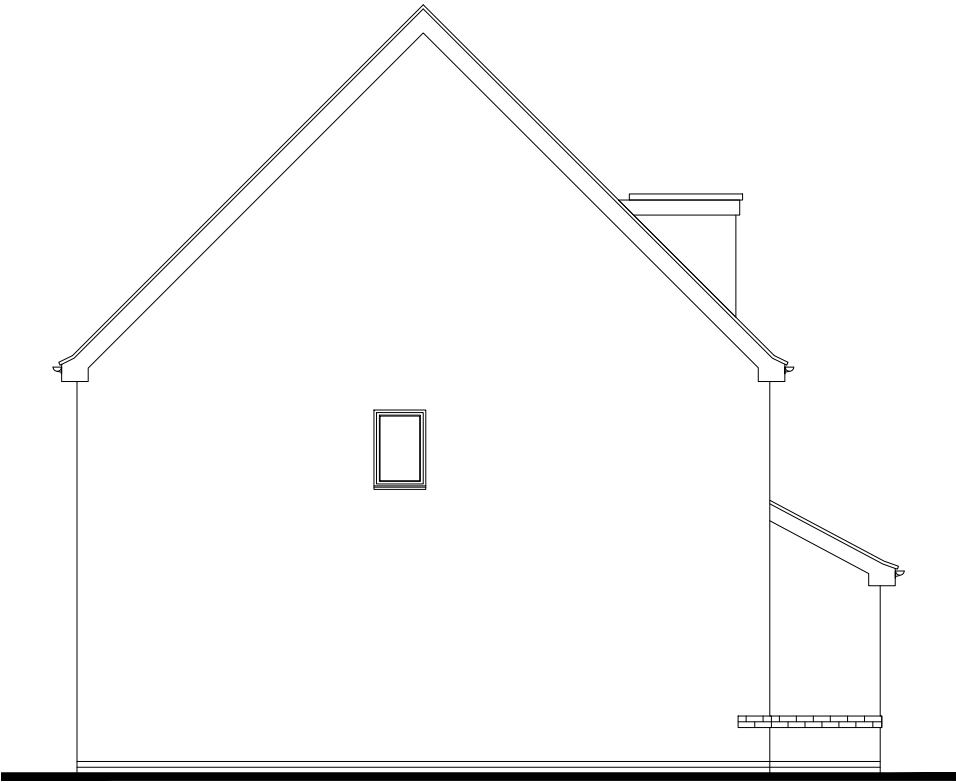


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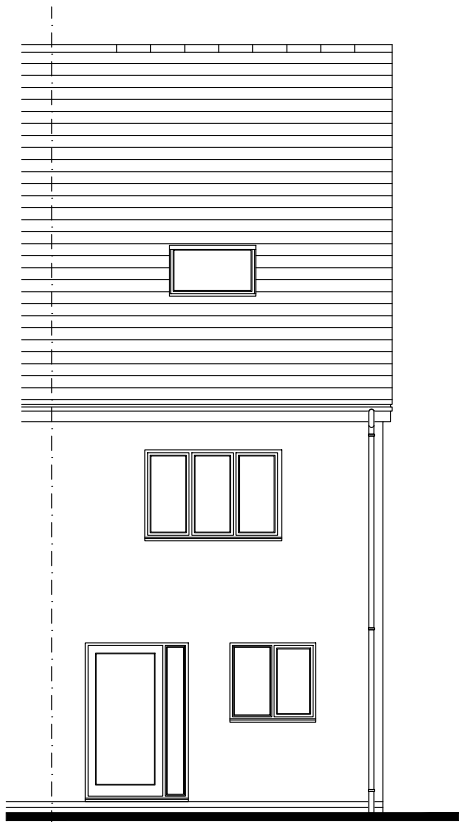
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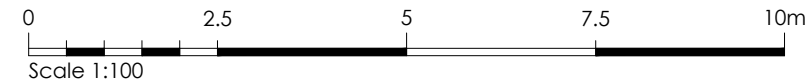
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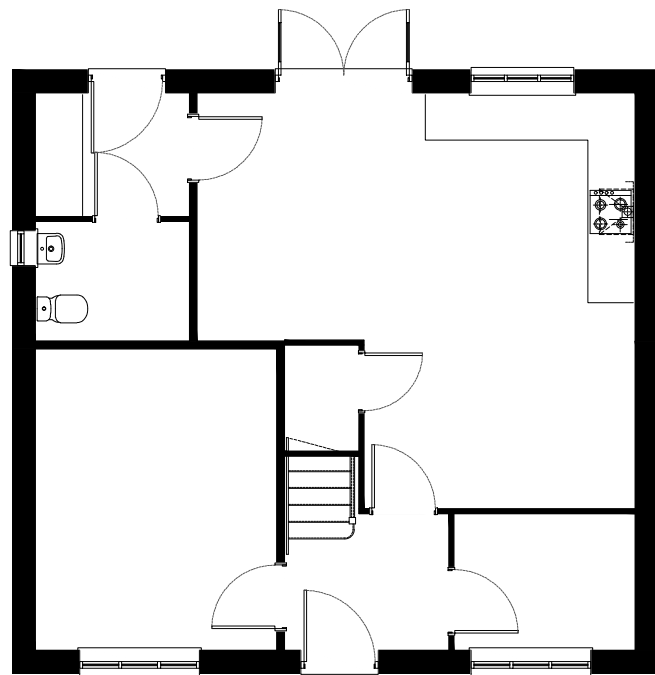
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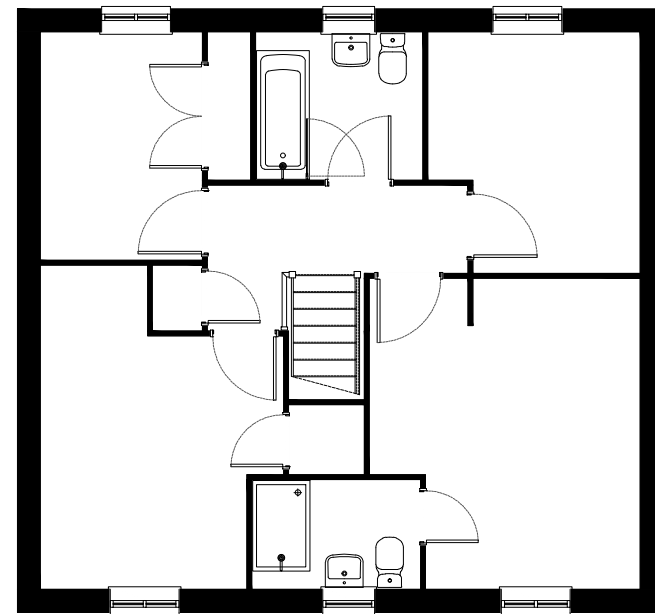
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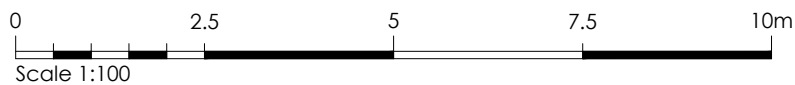
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First Floor Plan
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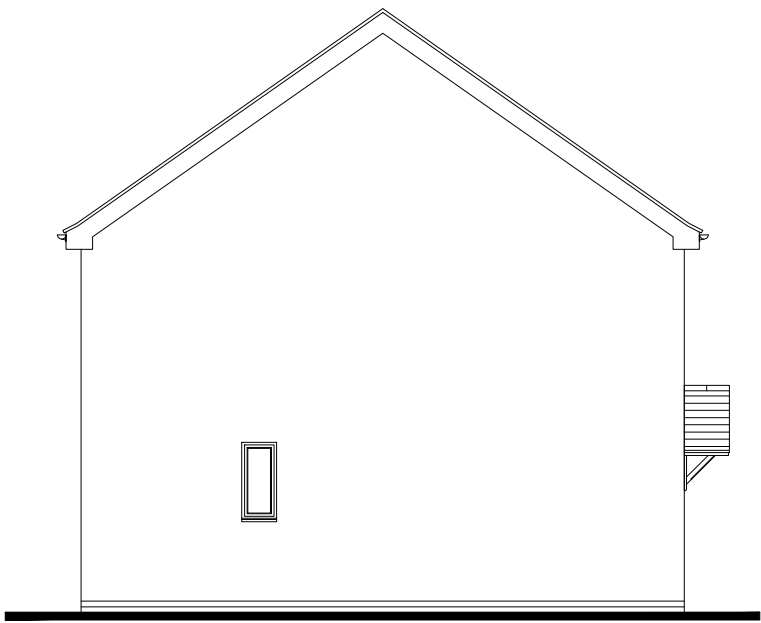


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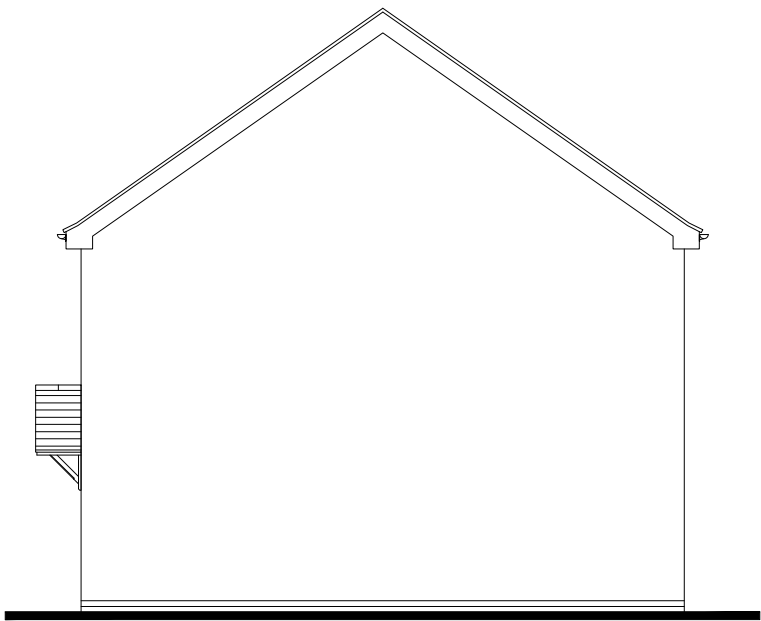
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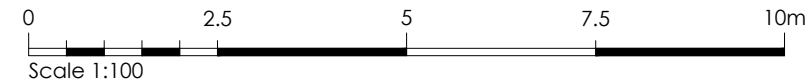
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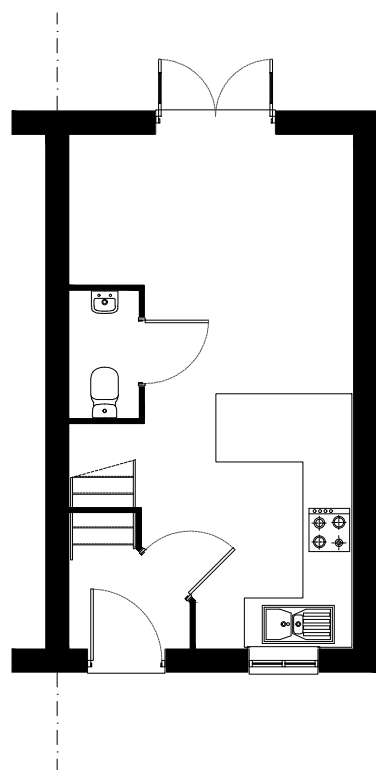
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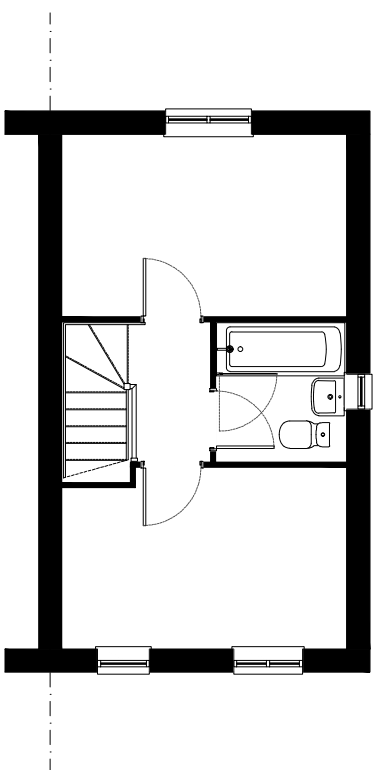
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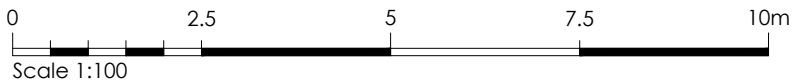
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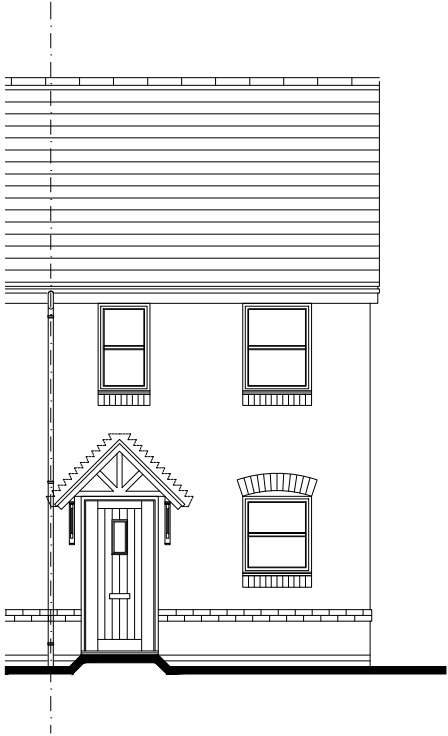
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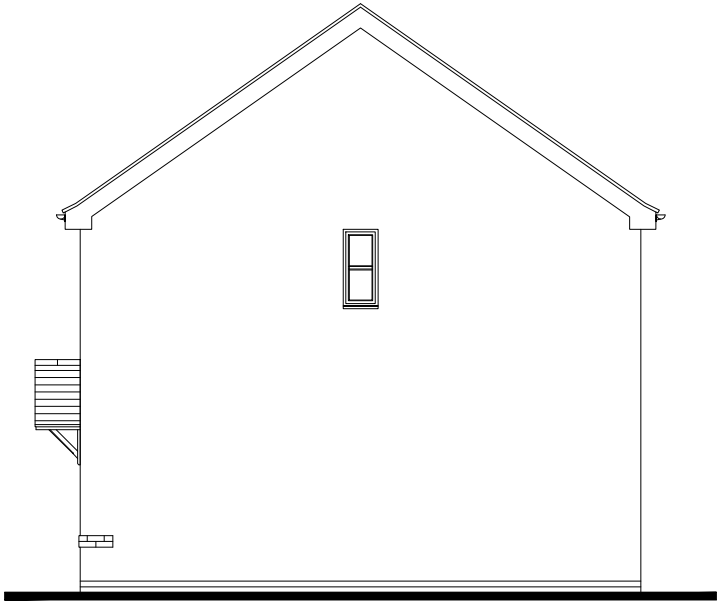
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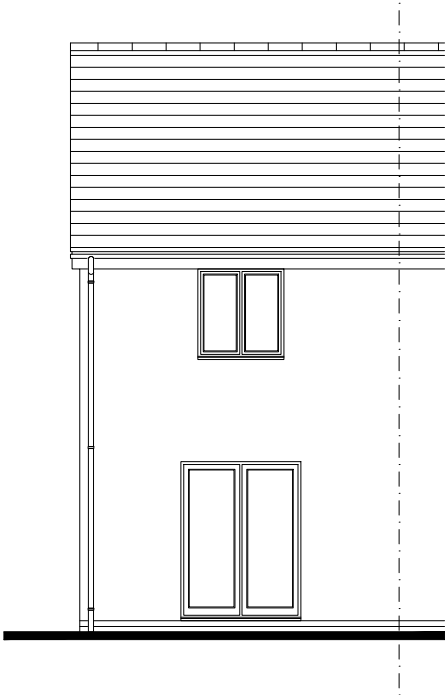
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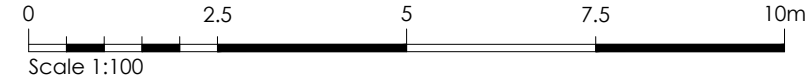
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Rear Elevation
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