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To The Chairman and Members of the
Planning Committee

All other Members of the Council – for
information

Your Ref:

Our Ref: JO/L.3.4

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Date 06 June 2012

AGENDA SUPPLEMENT

Dear Sir/Madam

PLANNING COMMITTEE - MONDAY 11 JUNE 2012

I refer to the agenda for the above-mentioned meeting and enclose the following items:

Item No	Report Title	Page Nos
8	b) <u>Attleborough : Proposed Residential/Employment Development, London Road : Reference : 3PL/2011/0528/H</u>	74 - 88

Report of the Director of Commissioning.

Yours faithfully

Jane Osborne

Committee Officer

BRECKLAND COUNCIL

PLANNING COMMITTEE – 11TH JUNE 2012

REPORT OF DIRECTOR OF COMMISSIONING

(Author: Nick Moys, Principal Planning Officer (Major Projects))

**ATTLEBOROUGH: PROPOSED RESIDENTIAL/EMPLOYMENT DEVELOPMENT,
LONDON ROAD**

Applicant: Taylor Wimpey Ltd

References: 3PL/2011/0528/H

DERERRED ITEM REPORT

1. This report concerns a planning application relating to a mixed use residential and employment development on land off London Road, Attleborough. The application seeks full permission for 375 dwellings and associated roads and open spaces, and outline permission for the development of 3.9 hectares of land for employment purposes.
2. These proposals were considered by Planning Committee on 11th April 2012, when it was resolved to defer the application to enable further consideration to be given to transport matters, in consultation with the applicant and the Highway Authority. Concerns about the potential amenity impact of 2½ storey houses on London Road were also raised. The proposals were re-considered by Planning Committee on 14th May 2012, when it was again resolved to defer the application.
3. In response to concerns raised, the applicant has re-visited the proposed traffic management measures proposed in conjunction with the development. Revised plans have been submitted which propose an extension of the traffic management measures further eastwards along London Road towards the town centre. As before, these measures would include narrowing of the carriageway, extending the 30mph speed limit, wider footways/cycleways, pedestrian crossings and street tree planting. Speed reactive signs and enhanced cycling links are also now proposed. As noted previously, it is considered that these measures would help to secure safe access to the development, and provide benefits to the locality generally.
4. No changes are proposed to the number or location of accesses into the site. For the reasons outlined previously, it is considered that the access arrangements proposed are an appropriate response to the anticipated traffic effects of the development taking into account highway safety, residential amenity and viability considerations. Norfolk County Council has raised no objection to the proposed access arrangements.
5. Off-site highway measures are proposed to mitigate the impact of the development on the town centre road network. As before, it is proposed to increase road capacity on the approach to town centre by the signalisation of the junction of Exchange Street/Connaught Road. These junction improvements have been drawn up in consultation with the Highway Authority. The Highway Authority has also re-affirmed its view that the applicant's assessment of traffic impact is robust and provides an appropriate basis for consideration of the application. The requirement for junction improvements would be triggered on the occupation of the 150th dwelling, which is anticipated to be 3-4 years after the start of development. By this

time, it is expected that a comprehensive range of traffic measures to accommodate growth in the town will have been agreed through the Attleborough and Snetterton Heath Area Action Plan. To provide a degree of flexibility the applicant has suggested that permission could be granted subject to a requirement to complete the junction improvements or to make a financial contribution of equivalent value if this was considered to be more appropriate. If drafted in this way, it is considered that the planning permission would not prejudice future traffic management initiatives.

6. In response to concerns about the visual impact of the development on the London Road frontage, the number of 2½ storey houses proposed here has been reduced from seven to five. The remaining units would be interspersed evenly amongst the 2 storey houses. It is considered that the revised street scene would be compatible with the character of surrounding development.
7. **RECOMMENDATION:** It is recommended that planning permission is granted subject to conditions and a section 106 agreement. Conditions recommended would include approval of reserved matters, landscaping, design, tree protection, railway noise mitigation, biodiversity enhancement, construction management, access, off-site highway improvements, surface water drainage, groundwater protection and contamination investigation. A section 106 agreement is being drafted which includes obligations relating to affordable housing and on-site open space, and financial contributions towards education and library services, and off-site highway works.

BRECKLAND COUNCIL

PLANNING COMMITTEE – 14th MAY 2012

REPORT OF DIRECTOR OF COMMISSIONING

(Author: Nick Moys, Principal Planning Officer (Major Projects))

ATTLEBOROUGH: PROPOSED RESIDENTIAL/EMPLOYMENT DEVELOPMENT, LONDON ROAD

Applicant: Taylor Wimpey Ltd

References: 3PL/2011/0528/H

DERERRED ITEM REPORT

1. This report concerns a planning application relating to a mixed use residential and employment development on land off London Road, Attleborough. This hybrid application seeks full permission for 375 dwellings and associated roads and open spaces, and outline permission for the development of 3.9 hectares of land for employment purposes.
2. These proposals were considered by Planning Committee on 11th April 2012, when it was resolved to defer the application to enable further consideration to be given to transport matters, in consultation with the applicant and the Highway Authority. Concerns about the potential amenity impact of 2½ storey houses on London Road were also raised.

Transport matters

3. The access strategy which underpins the proposed development has a number of key components, namely:
 - § the creation of three new accesses onto London Road, two of which would serve the proposed housing;
 - § improvement works to London Road to reduce traffic speed and improve pedestrian facilities along the site frontage;
 - § off-site junction improvements to mitigate effects of increased traffic on the town centre gyratory system; and
 - § the implementation of travel planning measures to encourage sustainable transport options.
4. This strategy has been drawn up by the applicant in consultation with the Highway Authority, and a number of changes have been made during the course of the application at the request of the County Council. The Highway Authority has raised no objection to the planning application as amended.

Number and location of accesses
5. The new accesses, as currently proposed, comply with relevant design standards, and have been located to provide appropriate visibility splays and adequate spacing between junctions. Nevertheless, these proposals have been re-examined in the light of the objections raised by local residents on traffic safety and amenity grounds.
6. Consideration has been given, firstly, to whether the proposed accesses could be repositioned to reduce impacts on neighbours. However, no other more suitable locations have been identified. Pairing the proposed accesses with existing road junctions at Dodds Road and Keeling Way (with four-arm mini-roundabouts) could reduce direct amenity impacts on existing residents, but this option has been ruled out on traffic safety grounds on the advice of the Highway Authority. As noted previously, whilst the proposed development

would inevitably have some adverse effects on the amenities of nearby residents, it is not considered that these effects are so significant that planning permission should be withheld.

7. It has also been suggested locally that the whole development should be served by a single point of access. This would involve the construction of a new roundabout junction on London Road, with an access road running through the employment land to the housing. An emergency access further along London Road would also be required. This arrangement would obviously represent a significant change to the application, and would require the development masterplan to be re-considered in order to ensure that housing and employment elements could be developed in a complementary way. Whilst it is not inconceivable that an acceptable design solution could be found, it is not considered that this access arrangement would represent a cost effective solution to anticipated traffic impacts (as required by the NPPF). This is because the applicant's current access proposals would accommodate fully anticipated traffic impacts without the additional expense of a new roundabout. It is understood that a new roundabout would cost approximately £1,000,000 to construct, compared to around £155,000 for three simple priority junctions. This access solution would also increase up-front infrastructure costs, putting additional pressure on the overall viability of the development and potentially threatening other developer contributions.

Off-site highway improvements

8. In response to concerns raised by the Highway Authority, a scheme of measures is proposed to give the London Road site frontage a more overtly residential character. This is intended to help secure compliance with a proposed 30mph speed limit and to reflect national guidance on road design, as set in 'Manual for Streets'. London Road previously formed part of the A11 trunk road, and so is rather 'over-engineered' for its current usage. Proposed measures include the creation of a 'gateway feature', reduced widths, pedestrian crossings, wide footways/cycle paths and street tree planting. It is considered that these changes would bring safety and amenity benefits to the area generally, as well as helping to provide safe access to the proposed development. As altered, the road would retain ample capacity to cater for traffic flows.
9. Measures are also proposed to mitigate the impact of increased traffic from the development on the town centre. Projected traffic flows suggest up to a 7% increase in movements by 2021 from the proposed housing, and up to an 18% increase for the development as a whole. The applicant proposes to change the traffic priority at the junction of High Street and Connaught Road to favour traffic approaching on High Street. Traffic flows from this direction are already higher than from Connaught Road, resulting in queuing traffic. The proposed change in priority would help to address these existing problems, as well as helping to accommodate increased traffic from the development approaching from High Street/London Road. However, additional delays would be caused to traffic approaching on Connaught Road, which is a higher status road (B1077), and so this option is not supported by the Highway Authority. The County Council has instead recommended that the junction should be signalised in order to mitigate the impact of additional traffic. This work would be required before the development of the employment land or the occupation of the 150th dwelling. As an alternative to the proposed junction improvements, the applicant has indicated a willingness to provide a commuted sum payment in lieu of the proposed junction improvements, if it was considered that a contribution to a wider scheme of

traffic measures would be more appropriate. This option is not favoured by the Highway Authority, however.

10. In relation to traffic impact, the NPPF indicates that permission for new development should only be refused on transport grounds where any residual impacts would be severe. No such residual impacts are anticipated here. Overall, it is considered that the proposed development would not have a significantly adverse effect on traffic movements in the town centre, subject to the completion of the improvements outlined above, including the signalisation of the High Street/Connaught Road junction.

Residential amenity

11. Concerns have been raised about potential overlooking from the 2½ storey houses proposed on London Road. In total, seven such properties are proposed on this frontage, the remaining ten units being 2 storey houses. In response to Members' concerns, additional information has been provided in the form of cross-sections to enable the likely effects of the development to be assessed. Separation distances between the proposed houses on London Road and existing dwellings would generally be around 40-50 metres. The shortest distance between a 2½ storey house and an existing dwelling would be 39 metres, albeit with a rather oblique view. Separation distances between principal elevations of between 21 and 24 metres are generally considered to be sufficient to maintain reasonable privacy levels depending on the context. Given that considerably greater separation would be achieved here, it is not considered that the proposed development would result in any significant adverse effects on residential amenity due to overlooking.

Conclusion

12. As set out in the original committee report, the proposed development is considered to be acceptable, and is recommended for approval.
13. **RECOMMENDATION:** It is recommended that planning permission is granted subject to conditions and a section 106 agreement. Conditions recommended would include approval of reserved matters, landscaping, design, tree protection, railway noise mitigation, biodiversity enhancement, construction management, access, off-site highway improvements, surface water drainage, groundwater protection and contamination investigation. A section 106 agreement is being drafted which includes obligations relating to affordable housing and on-site open space, and financial contributions towards education and library services.

BRECKLAND COUNCIL - PLANNING COMMITTEE - 11-04-2012

ITEM	1	RECOMMENDATION : APPROVAL
REF NO:	3PL/2011/0528/H	CASE OFFICER: Nick Moys
LOCATION:	ATTLEBOROUGH Land at London Road	APPN TYPE: Hybrid POLICY: Part In Set Bndry ALLOCATION: No Allocation Saved Employment All CONS AREA: N TPO: N LB GRADE: N
APPLICANT:	Taylor Wimpey UK Ltd c/o agent	
AGENT:	DLP Planning Ltd 4 Abbey Court Fraser Road	
PROPOSAL:	Erection of 375 dwellings with assoc. parking, garages & landscaping (Full) & Outline for Employment Development	

KEY ISSUES

Principle of development
Planning policy
Development viability
Local character
Residential amenity
Transport
Drainage

DESCRIPTION OF DEVELOPMENT

* A mixed residential and employment development is proposed on land at London Road, Attleborough. This hybrid application includes a detailed scheme for 375 dwellings, together with associated access roads and public open space/allotments and an outline scheme for the development of 3.9 hectares of land for employment purposes, with all matters are reserved except means of access.

* The proposed residential development would occupy a net area of 10.6 hectares, and would comprise 25 x 1 bed dwellings, 43 x 2 bed dwellings, 238 x 3 bed dwellings, 41 x 4 bed dwellings and 28 x 5 bed dwellings. A total of 94 units (25%) would be provided as affordable housing, including 8 wheelchair bungalows. A number of areas of open space are proposed (2.4 hectares) providing children's play areas, amenity green spaces, allotments and areas for sport, including a tennis court and kick about areas. In addition 1 hectare of allotment space would be provided. Two new accesses are proposed on London Road to serve the housing development.

* The proposed employment development would provide for up to 12,000 square metres of floorspace for uses falling within Use Class B1 (light industrial/offices) and B8 (warehousing/distribution). Indicative plans show a range of units accessed off a central road, with screening to the adjacent residential areas. A new access onto London Road is proposed to serve the employment development.

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* The application is supported by various technical reports and evidence, including a Planning Statement, Design & Access Statement, Statement of Community Engagement, Archaeological Assessment, Arboricultural Assessment, Ecological Assessment, Landscape Strategy, Flood Risk Assessment, Foul Drainage Strategy, Contamination Report, Noise Impact Assessment, Interim Travel Plan and Renewable Energy Report.

* Amendments to the detailed layout and design of the proposed development have been made during the course of consideration of the application.

* A draft section 106 agreement is under preparation. Obligations contained therein would relate to affordable housing, public open space, and financial contributions towards schools and libraries.

SITE AND LOCATION

The application site is located on the western edge of Attleborough between the London Road and the A11 Attleborough bypass. The site is irregular in shape and extends to some 18.6 hectares in total. The site is currently in agricultural use. The site is adjoined to the north-east and south-east by existing housing development. Existing development to the south-west is more sporadic and includes residential and commercial uses. The surrounding area is predominantly, but not exclusively, residential in character.

EIA REQUIRED

No

RELEVANT SITE HISTORY

No relevant site history

POLICY CONSIDERATIONS

The following National Planning Guidance, the adopted Breckland Core Strategy and Development Control Policies, and the adopted Site Specific Policies and Proposals Document including the Proposals Map have been taken into consideration in the determination of this application.

PPG13	Transport
PPG17	Planning for Open Spaces, Sport and Recreation
PPG24	Planning and Noise
PPS01	Delivering Sustainable Development
PPS03	Housing
PPS04	Planning for Sustainable Economic Growth
PPS05	Planning for the Historic Environment
PPS09	Biodiversity and Geological Conservation
PPS25	Development and Flood Risk

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CP.01	Housing
CP.03	Employment
CP.04	Infrastructure
CP.06	Green Infrastructure
CP.11	Protection and Enhancement of the Landscape
DC.01	Protection of Amenity
DC.02	Principles of New Housing
DC.04	Affordable Housing Principles
DC.06	General Employment Areas
DC.11	Open Space
DC.12	Trees and Landscape
DC.14	Energy Efficiency
DC.16	Design

Any implications arising from the National Planning Policy Framework (March 2012) will be reported verbally to Committee.

CONSULTATIONS

ATTLEBOROUGH TC -

No Objections. Comments: Whilst noting that the developers are including allotment and amenity land as part of the development, the Council feel that there needs to be specific allocations through S106 contributions in relation to schools, health and other infrastructure provision in the town. This site should be included in the Attleborough Masterplan.

Further comments have been received from the Town Council re-stating the importance of concerns raised previously about the cumulative effects of proposed developments on local infrastructure.

ENVIRONMENT AGENCY

No objection subject to conditions relating to surface water drainage, foul drainage and land contamination.

NORFOLK LANDSCAPE ARCHAEOLOGY

The results of an archaeological desk-based assessment and geophysical survey have been submitted with the planning application. The geophysical survey has revealed several phases of field systems and enclosures at the proposed development site. Although shown on the 19th century tithe map, the date of the earliest phase of field systems and the associated farmstead in the northwest corner of the site are not known and it is possible that they could be of medieval origin. There is also potential that other heritage assets with archaeological interest (buried archaeological remains) of a type not conducive to detection through magnetometry may be present at the site. In view of this it is necessary that the results of the geophysical survey are supported by a programme of trial trenching. We therefore ask that the applicant be asked to withdraw this application and re-submit with the results of a programme of archaeological trial trenching.

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ARCHITECTURAL LIAISON/CRIME REDUCTION OFFICER

Objection on the grounds that insufficient consideration has been given to designing out crime. The proposed layout is considered to be excessively permeable and to rely too heavily on parking courts that are vulnerable to crime.

NORFOLK COUNTY COUNCIL HIGHWAYS

No objection subject to planning conditions relating to access construction and off-site highway improvements. Travel Plan contributions are also sought through the section 106 agreement.

NORFOLK COUNTY COUNCIL PLANNING OBLIGATIONS

No objection subject to contributions being secured through a section 106 agreement towards education (£1,731,138) and libraries (£116,250), and conditions requiring the provision of fire hydrants.

TREE & COUNTRYSIDE OFFICER

No objection subject to conditions relating to landscaping, tree protection and biodiversity measures.

ENVIRONMENTAL PLANNING

Comments in respect of land supply, Action Plan, infrastructure, employment provision

STRATEGIC HOUSING

No objections were raised to the original proposal to provide 40% affordable housing, subject to further discussions on housing mix, tenure and phasing. Further comments following receipt of the District Valuer's will be reported verbally.

ENVIRONMENTAL HEALTH OFFICERS

No objection subject to conditions relating to noise mitigation measures, drainage proposals and construction management.

CONTAMINATED LAND OFFICER

No objection subject to conditions.

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HIGHWAYS AGENCY

No objection.

ANGLIAN WATER SERVICE

No objection subject to conditions

EAST HARLING INTERNAL DRAINAGE BOARD

The IDB OBJECTS to the application on the grounds that no surface water drainage details are provided. The site is partly within the IDB District, and will drain to the IDB watercourse. The surface water drainage discharge from the site will require IDB consent.

Following further correspondence with the applicant's agents, the IDB has confirmed that it wishes to maintain its objection.

STREETSCENE - No Comments Received

ASSET MANAGEMENT - No Comments Received

REPRESENTATIONS

* Objections have been received from a number of local residents. At the time of writing, 19 objections had been received. Many of the objections raised relate to concerns about the impact of the development on local infrastructure, including local road, sewerage systems, schools and medical facilities. It is argued that further housing growth should be delayed pending the adoption of the Attleborough and Snetterton Heath Area Action Plan, so that a comprehensive view may be taken and to ensure that all development contributes to improvements to local infrastructure. Other objections raised relate to increased traffic and congestion, loss of trees/hedging and harm to residential amenity. Particular amenity concerns include potential disturbance from employment uses and sports areas, and disturbance from traffic due to the location of the proposed new accesses.

* Objections have been received from the Attleborough Community Team (ACT) on grounds of policy and scale. It is contended that piecemeal development approved in advance of the Area Action Plan will not contribute fully to addressing local infrastructure problems, and will, by reducing the scale of future development, call into question the ability of subsequent growth to deliver required infrastructure.

ASSESSMENT NOTES

* This application is referred to Planning Committee as a major application.

Principle of development

* The site is considered to be suitable in principle for development for housing and employment. Whilst the proposed housing falls outside the defined Settlement Boundary for Attleborough, when account is taken of the overall strategy for growth in the town and the current housing land supply shortfall in the District, it is considered that the balance of arguments favours the proposal.

The proposed employment development site is allocated for employment use in the Core Strategy Proposals Map.

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Planning policy

* The proposed housing lies outside the Settlement Boundary for Attleborough, and accordingly the proposal would conflict with Core Strategy Policies DC2 and CP14 and the countryside protection policies set out in PPS7.

* Notwithstanding this conflict with local settlement policy, the proposed development must also be assessed against national planning policy for housing. PPS3 states that where a 5 year supply of deliverable housing land cannot be demonstrated, favourable consideration should be given to housing proposals provided that they address satisfactorily other PPS3 policy requirements and criteria. Relevant policy criteria include the suitability of the site for housing, design quality, housing mix, environmental sustainability and compatibility with the overall spatial vision for the area. Breckland currently has a 3.7 year supply of housing land.

* It is considered that the proposed development would generally comply with PPS3 policies and requirements. The site is considered to be suitable for housing, being well related to existing development and within easy reach of local services and facilities. The development would not compromise unduly the rural setting of the town, but would be consistent with the generally residential character of the area. The proposed development would provide a good mix of housing, including affordable housing, albeit a lower level than targeted in Policy DC4. Local infrastructure can accommodate the development, with developer-funded improvements where necessary.

* Importantly, the proposed development would be in broad conformity with the spatial vision for the area, which provides for significant growth in the town up to 2026, including 4,000 new dwellings and 1,500-2,000 new jobs. Whilst this spatial strategy remains to be developed further through the preparation of the Attleborough and Snetterton Heath Area Action Plan (ASHAAP), it is not considered that the current proposals would be premature. The ASHAAP is still at a relatively early stage of preparation, with an Issues and Options document having been published for consultation in late 2010. Given that a preferred direction for growth has not yet been identified and that a significant amount of development would remain to be allocated even if the current proposal was approved, it is not considered that an objection on prematurity grounds in relation to the ASHAAP could be sustained.

* Given that the case for development relies to an extent on the need to address current housing land shortfalls, it is necessary to consider when the development is likely to be delivered. The applicant has indicated that should permission be granted, the intention would be to commence construction work as soon as possible. The fact that the applicant is a national house builder with a proven track record and the capacity to carry out such projects allows some weight to be given to these assurances. In addition, there are no known site specific constraints that would prevent a start on development in the short term, whilst potential solutions to wider infrastructure issues have been identified.

* The proposed development incorporates a number of areas of public open space, including amenity green spaces, children's play areas, landscaped buffers and areas for sport (tennis court/kick about areas). These proposals would meet fully the requirements of Policy DC11. It is also proposed to provide land for allotments, which would be transferred to the Town Council. This provision exceeds the requirements of Policy DC11, but would meet an identified need in the area.

* A renewable energy report submitted with the application indicates how 10% of the energy requirements could be met from renewable sources in line with Core Strategy Policy DC14. It is recommended that fully detailed proposals are required by condition.

* The proposed employment development would comply with Core Strategy Policy which allocates the site for this purpose. This is a longstanding commitment and former Local Plan E3 has been saved by the Core Strategy.

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Development viability

* It is proposed to provide 25% of the development as affordable housing. The applicant contends that, due to current market conditions, the provision of 40% affordable housing, in line with Core Strategy Policy DC4, would not produce a viable development. A full viability appraisal has been submitted to substantiate this contention. Independent advice on this matter has been sought from the District Valuer, who has confirmed that a policy compliant scheme would be unviable. The District Valuer goes on to suggest that the applicant's offer of a 25% contribution be accepted. On this basis, it is recommended that, subject to agreement on mix and tenure, an exception to normal policy be made in this instance. This would be subject to a review mechanism being included in the Section 106 agreement to enable viability to be re-assessed during later phases of the scheme.

Local character

* Careful consideration has been given to the likely impact of the development on the character and appearance of the surrounding area. Whilst the development would extend the built up area of the town onto open agricultural land, it would not result in a significant visual intrusion. The site is bounded to the south and east by existing residential development. Sporadic development continues along London Road to the west. To the north the A11 provides a significant physical break between the site and open countryside beyond. The Council's Landscape Character Assessment identifies the western edge of Attleborough as having relatively low sensitivity to changes. Views of the development would generally be limited to the immediate environs of the site. In this context, the development can reasonably be viewed as a natural extension to this part of the town.

* In terms of more localised impacts, the development would result in a noticeable change to the appearance of the immediately surrounding area. From London Road the views of hedging and across open farmland would be replaced by built development. However, the form of development proposed would reflect established patterns of building on London Road, with detached housing set back from the road, with new landscaping to replace previous hedging lost to make way for access works. From the end of West Carr Road and the A11 bridge, views would again change significantly, but the inclusion of landscaped open spaces around the edge of the development would help to integrate it with the surroundings. Views from this direction are already dominated to a large extent by the A11. The proposed allotments and sports pitches would provide a buffer between the development and Hillsend Lane, which has a more rural character. An open space on London Road would protect the open setting of an adjacent Listed house. The overall density of housing proposed at 35 DPH is considered to be compatible with the general character of the area.

Design quality

* The layout and design of the proposed housing development follows widely accepted urban design principles, and would create an attractive residential environment. The scheme is laid out using perimeter blocks to create well-defined streets and spaces, with a clear distinction between public and private areas. Street widths and hard/soft landscaping treatments are varied to create visual interest and areas of different characters. Areas of open space, small squares and mews areas would punctuate the street pattern, providing visual focal points and helping to create a sense of place. Local identity would be reinforced by the use of distinctive buildings at key locations. Proposed house designs would be broadly traditional in form with external materials reflecting the local palette. Car parking is generally well designed, with most parking provided in curtilage and away from street frontages. Where parking courts are proposed, they are small, private and overlooked. Parking to the front of properties is minimised and well integrated with the street design.

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Residential amenity

* Given the scale of development proposed and the site's location adjacent to existing housing areas, some impact on the amenities of neighbours is inevitable. However, it is considered that the scheme has been generally designed to avoid any significant adverse effects. Where the new development adjoins existing properties on West Carr Road, dwellings have been orientated to avoid direct overlooking or limited to single storey bungalows. Housing on the London Road frontage would be set well back from the road minimising its impact on properties opposite.

* Concerns have been raised locally about the location of the proposed new accesses and the potential effects of traffic noise and lights on existing properties. Whilst these concerns are acknowledged it is not considered that the effects of the development are such that permission should be withheld. The properties most affected potentially are either set back from the road or have the benefit of some screening from fencing or landscaping. Traffic movements from the proposed housing would be split between the two proposed accesses and must be considered in the context of existing traffic levels along London Road. The scope to relocate the proposed accesses is limited by highway safety requirements.

* The potential effects of noise on future residents, both from traffic on the A11/London Road and from the proposed employment area, have been assessed. Based on noise surveys undertaken, buffer zones are proposed to both the London Road and the A11 to ensure that housing would be located outside the areas of highest noise exposure. Further noise mitigation measures are proposed to the design and screening of houses in the most sensitive locations, the details of which would be secured by planning condition. Screening would also be provided around the proposed employment area and uses would be limited to Use Classes B1 (offices/light industry) and B8 (storage). The Council's Environmental Health Officer has raised no objection to the planning application subject to appropriate conditions.

Transport

* It is considered that the surrounding road network is adequate to cater for the increased traffic likely to be generated by the development, provided that proposed highway improvements are completed. A scheme of off-site highway improvements has been drawn up in consultation with the Highway Authority, including works to reduce the impact of traffic on this section of London Road by extending the 30mph speed limit, narrowing the carriageway width, and providing a new gateway feature, pedestrian crossing facilities and a new footway/cycleway. The impact of the proposed development on traffic conditions over a wider area, including the town centre gyratory system, has also been considered. In order to mitigate the likely impact of additional traffic on the town centre, alterations are proposed to the junction of London Road with Exchange Street/Connaught Road. These would initially consist of changes to traffic priority, but signalisation would also be required in order to address increased traffic from the employment area. The Highway Authority has raised no objection to the application, subject to these works being carried out.

* The proposed new accesses onto London Road and internal road networks have been designed to meet NCC Highways standards. Parking provision would accord with current standards, with an average of 2.3 spaces per dwelling.

Drainage

* The existing foul water sewerage network has limited capacity to accept additional flows from the proposed development. In addition, improvements to the Attleborough STW are required to address capacity issues and to meet water quality standards. The applicant has commissioned Anglian Water to carry out appraisals of the existing system and to identify a satisfactory wastewater strategy for the development. On the basis of the work undertaken it is considered that the proposed development can be accommodated subject to upgrading works being

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undertaken. Anglian Water and the Environment Agency have raised no objection to the planning application, subject to detailed proposals for upgrading works being agreed and implemented.

* The submitted Flood Risk Assessment proposes to dispose of surface water from the development to nearby drainage ditches. Surface water flows would be attenuated to equivalent greenfield rates by on-site storage, attenuation ponds and swales. Following the receipt of additional information, the Environment Agency withdrew its initial objection and confirmed that it was satisfied with the overall drainage strategy. Conditions are recommended requiring detailed proposals for disposal of both surface water and foul water to be agreed before development proceeds. The East Harling Internal Drainage Board has, however, maintained its objection to the development. Whilst the IDB acknowledges that the Environment Agency's position should take precedence, it does not consider that the proposals represent the best solution for the area. Whilst the concerns of the IDB are acknowledged, it is not considered that an objection on drainage grounds could be sustained.

Other matters

Norfolk Landscape Archaeology has recommended that the application is withdrawn to enable further archaeological investigations to be undertaken. In response, the applicant's archaeologist contends that the desk based assessment and geophysical surveys undertaken provide sufficient information to enable permission to be granted with conditions requiring further archaeological evaluation. The submitted archaeological report suggests that the site has limited potential for archaeological interest. In the circumstances it is not considered that a refusal of permission would be justified and these matters can properly be addressed through planning conditions.

Conclusion

* The application site is considered to be suitable for residential/employment development. Although the site is outside the Settlement Boundary, it would relate well to the existing development and would make a positive contribution to the delivery of housing and employment land in the town. Given the current shortfall of housing land in the District, it is considered that the balance of arguments favours the proposals. It is not considered that a refusal on grounds of prematurity in relation to the ASHAAP could be sustained, given the Plan is at a relatively early stage of preparation. Local concerns about infrastructure capacity are acknowledged, but these concerns must be set against the fact that the proposed development would provide significant financial contributions towards education and library services, as well as a programme of off-site highway improvements and improvements to the sewerage system. In this instance a lower level of affordable housing would be justified due to viability constraints. The proposed development is considered to be acceptable in terms of its design and relationship with neighbouring properties.

* It is recommended that planning permission is granted subject to conditions and a Section 106 agreement. Recommended conditions would include external materials, hard/soft landscaping, tree protection, biodiversity enhancements, employment area master plan, archaeology, contamination, surface water drainage, foul drainage, construction management, noise mitigation, access road construction, off-site highway improvements, parking and implementation of the Travel Plan. The proposed Section 106 agreement would include obligations relating to affordable housing (including a review mechanism for later phases), public open space provision, contributions towards library services and public transport and the marketing of the employment land.

RECOMMENDATION

Planning Permission

DC131_new

BRECKLAND COUNCIL - PLANNING COMMITTEE - 11-04-2012

CONDITIONS

3920 Conditions to be confirmed