

ITEM:		RECOMMENDATION:	APPROVAL
REF NO:	3PL/2022/0014/F	CASE OFFICER	Gemma Manthorpe
LOCATION:	ROUDHAM/LARLING Rory J Holbrook Roudham Road	APPNTYPE:	Full
APPLICANT:	Mr Rory Holbrook Rory J Holbrook, Roudham Road Roudham Road	POLICY:	Out Settlement Bndry
AGENT:	Collective Community Planning 24 Old Lakenham Hall Drive Norwich	CONS AREA:	N
PROPOSAL:	New industrial units with landscape enhancements, and demolition of existing workshop/depot (hanger).	LB GRADE:	N
		TPO:	N

REASON FOR COMMITTEE CONSIDERATION

The application is being heard at Planning Committee because the application is important locally.

KEY ISSUES

Principle
Highways
Design
Heritage
Ecology and Biodiversity
Contamination, Flooding and Drainage

DESCRIPTION OF DEVELOPMENT

The proposed development seeks to provide 6 new industrial units with 12 bays on the Roudham Industrial Estate. These will function as workshops, primarily for vehicle maintenance and servicing. These units, according to the information submitted, will replace an existing workshop facility and ancillary buildings on the site which are in a state of disrepair. All access to and from the site will be via the Roudham Road using the existing site access.

SITE AND LOCATION

Haulage and Aggregates Depot, on the south of Roudham Road. It is located approximately 1.5 kilometres (km) from the A11(T) trunk road and is served directly off the Roudham Road. It is outside of the Roundham Settlement Boundary, but within a designated General Employment Area.

EIA REQUIRED

No

RELEVANT SITE HISTORY

3PL/2022/0414/F Retrospective planning application for a change of use from agricultural land to open storage of aggregates, plant equipment, HGVS and the erection of noise bund. Approved

3PL/2022/0013/F - New office building, relocation of informal vehicle parking, and removal of existing portacabin office building - Undecided

POLICY CONSIDERATIONS

The following policies of the Breckland Local Plan, including the Proposals Maps, have been taken into consideration in the determination of this application. The provisions of the National Planning Policy Framework and National Planning Policy Guidance have also been taken into account, where appropriate

COM01	Design
COM03	Protection of Amenity
EC03	General Employment Areas
ENV02	Biodiversity protection and enhancement
ENV06	Trees, Hedgerows and Development
ENV08	Non-Designated Heritage Assets
ENV09	Flood Risk & Surface Water Drainage
GEN02	Promoting High Quality Design
NPPF	National Planning Policy Framework (Revised 2021)
NPPG	National Planning Practice Guidance
TR01	Sustainable Transport Network
TR02	Transport Requirements

OBLIGATIONS/CIL

Not applicable

CONSULTATIONS

ROUDHAM & LARLING P C

Both applications say that the foul sewerage will be disposed of via a mains sewer. My Council was not aware that mains sewerage existed on any part of the industrial estate, and so, unless the applicant is intending to have this installed, feels that this may well be an inaccurate statement.

The stated hours of operation for the proposed office building application are Monday to Friday 06:30-18:30, and Saturday 08:00-12:00, and for the industrial units, application Monday to Friday 05:30-20:30. As the red lines for both applications include the entrance gates to the whole site we assume, then, that this will be kept locked at all other times as the hours of operation surely apply to the red line site.

Page 2 of the industrial units Design and Access Statement says. A weight restriction allows access (to and from the A11(T) and B1111) only to the industrial estate and so prevents HGVs heading towards East Harling village. This is untrue. The businesses on the industrial estate are specifically exempted from the weight restriction through East Harling, so it does not prevent HGVs heading that way.

Industrial Units: Although the Design statement refers to 12 industrial units, the designs indicate that there are actually going to be six, each theoretically having room to contain two HGV. Each of these six units is equipped with its own entrance (front and back) and toilet and utility sink area. No specific mention is made, but it seems clear that the design is such as to support letting to other users. Although the projected use is stated to be primarily for vehicle maintenance and servicing there is no provision for inspection pits and no height for ramps.

The new building, with its nearly divided units, especially if sections are let to other businesses, will have no such space, and we can foresee that storage facilities will be necessary outside the rear doors. My Council has obvious concerns that eventually this will become a further incursion into the agricultural field behind.

With the new office block being at the front of the site, my Council has concerns that one vehicle will pull in and stop, and further ones will be parked on Roudham Road as they wait to be able to enter.

Parking: The application says that there are currently 40 car parking spaces and that after the proposed development there will still be 40 places. The number of spaces is inadequate at the moment, as some staff regularly park on the small area of (what used to be) grass outside the entrance to the site.

HISTORIC BUILDINGS CONSULTANT

Whilst I agree that the loss of the WW1 structure is regrettable, I would agree that the current overall condition of the structure is such that demolition has to a certain extent been dictated. This, inappropriate post build adaptations, loss of context following C20th demolition/s, and the fact that it has been reviewed by the Historic England listing department and considered not to be of sufficient interest to add the building to the national list, all add weight to the proposed demolition. I agree that the structure will need to be recorded level 4 would be recommended in this instance.

HISTORIC ENGLAND

On the basis of the information provided, you do not need to notify Historic England of this application under the relevant statutory provisions.

CONTAMINATED LAND OFFICER

I have looked at the application submitted and, based on both the accuracy of the information provided and the current records of contaminated land issues we hold to date, I recommend approval providing the development proceeds in line with the application details and subject to conditions to alleviate environmental concerns.

TREE AND COUNTRYSIDE CONSULTANT

No comments.

NORFOLK COUNTY COUNCIL HIGHWAYS

We are advised that the workshop units will be used ancillary to the applicant's main use of the site. On the basis that is the case, and that they are not sub-let or sold, I would not wish to raise a highway objection.

ENVIRONMENTAL HEALTH OFFICERS

I have looked at the application submitted and, based on the information provided to me at this time; there

are no objections or comments on the grounds of Environmental Protection, providing the development proceeds in line with the application details.

REPRESENTATIONS

None

ASSESSMENT NOTES

1.0 Principle of Development

1.1 Paragraph 81 of the NPPF states 'Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future...'.

1.2 Policy GEN 01 sets out that the Breckland Local Plan will seek and enable development that improves the economic, social and environmental objectives of Breckland through the application of national and locally distinctive sustainable development principles including directing jobs and growth towards the most sustainable locations, contributing towards the economy and jobs in rural areas, helping to achieve the right balance throughout the District. Policy GEN 05 details that outside the defined settlement boundaries such as this application site that development is restricted to recognise the intrinsic character and beauty of the countryside. Development outside the defined settlement boundaries will only be acceptable where it is compliant with all relevant policies set out in the development plan, of particular relevance to this application Policy EC 03, General Employment Areas.

1.3 The site falls within a General Employment Area where the principle of industrial development is accepted by virtue of Policy EC 03 of the Breckland Local Plan (adopted 2019), which seeks to direct employment development to designated employment areas.

1.4 The proposed development seeks to construct 6 industrial units with two bays each totalling 12 bays which will function as workshops, primarily for vehicle maintenance and servicing. These units will replace an existing workshop facility and ancillary buildings on the site which are in a state of disrepair. These uses are specifically noted within policy EC03 of the Breckland Local Plan (Adopted) and as such it is considered that the proposal is acceptable in principle. A condition limiting the use to prevent retail and other uses will be placed on the permission to ensure continued compliance with policy EC03 of the Breckland Local Plan (adopted 2019).

1.5 Policy GEN 02 seeks to ensure the highest standards of design are achieved in all new development. The proposed development represents an acceptable design outcome for the following reasons:

- The siting of the development is well considered having regard to its immediate built form context. The units will sit on an area of the site that is currently under-utilised space partly occupied by the existing workshop facility and ancillary structures used for storage;
- The scale, form and profile of the development is respectful of the character of the broader area given that the surrounding area is primarily industrial with employment uses;

-Finishing materials and design detailing is not out of keeping with neighbouring buildings and the character of the broader area;

-The development will not appear overly prominent in views from public or private vantage points and in doing so will not result in an adverse character outcome.

1.6 In light of the above observations, the development is assessed, on balance as compliant with Policies, EC03 GEN 02 and COM01 of the Breckland Local Plan (adopted, 2019).

2.0 Highways

2.1 Paragraph 110 of the National Planning Policy Framework (2021) (NPPF) states that applications for development should ensure that;

110. In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

(a) appropriate opportunities to promote sustainable transport modes can be - or have been - taken up, given the type of development and its location;

(b) safe and suitable access to the site can be achieved for all users;

(c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code 46 ; and

(d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

2.2 Paragraph 111 of the NPPF (2019) states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

2.3 Policy TR02 reflects the need not to adversely impact on the safety and operational functioning of the highway and aims to ensure there is enough off-road parking on site. Vehicle access will use the existing site entrance off the Roudham Road, which in turn leads to the B1111 and A11. The proposed number of industrial units will accommodate a modest, according to the submitted details, increase in the servicing and maintenance of vehicles. This could result in a modest increase in vehicle activity and traffic using Roudham Road / B1111 / A11(T). As this route is part of the County Council's route hierarchy, and so acceptable for HGV use, it is unlikely a modest increase in vehicle traffic associated with the proposal will lead to a severe adverse impact on operation of the highway network, safety or local amenity.

2.4 The highway access road already exists so will not necessitate the removal of trees or other vegetation. The internal access road is has proved sufficient to cater for the level of HGV traffic and car traffic using the site. Norfolk County Council Highways were consulted on the application and have no objection to the application.

2.5 It is therefore assessed, on planning balance, that the development is acceptable and in accordance with policies TR01, TR02 and EC03 of the Breckland Local Plan (adopted 2019) and paragraph 111, 112 and 113 of the National Planning Policy Framework 2021 (NPPF).

3.0 Layout and design

3.1 The layout would comprise of a new industrial building located on an area of the site that is stated to be partly under-used space and part occupied by the existing workshop facility. The site is located towards the rear of the industrial estate with access taken from Roudham Road using the existing site access. The 6 units will be sufficiently tall to enable HGVs to be maintained and serviced and have a combined GIA of 1725 sqm. In terms of scale, the building will not be too dissimilar to the existing structures. The units will have a layout to align with the site boundaries and existing hangar.

3.2 The proposed building is rectangular form which differs from the existing building form, however this allows for efficient utilisation of space onsite for vehicular movement purposes. The external materials of coloured vertical cladding will be used to reflect the industrial nature of the wider site where there is an eclectic mix of industrial scale buildings. The scale, height and massing of the proposed industrial building, which is considered to be compatible with the industrial character of the area and in accordance with policy EC03 of the Breckland Local Plan (adopted 2019).

3.3 There is an existing scrubby hedgerow and security fencing to the rear of the proposed units on the south-eastern boundary. This will break up any visual impact when viewed from adjacent land. The boundary will be augmented with additional planting as shown on the site plan, and this will provide a net biodiversity gain as well as improved landscaping. This will result in an improvement over the existing context. The proposals are considered to be acceptable in principle, however it is noted that a full schedule of plants/trees has not been provided and therefore a condition is recommended with any permission, subject to conditions the development is in accordance with policies GEN02 and COM01 of the Breckland Local Plan (adopted 2019).

4.0 Heritage

4.1 The proposal involves the demolition of the existing workshop facility (hangar) and ancillary buildings to develop the site into 6 no. industrial units. A structural engineer's report was submitted as evidence in support of the application and determines that there is a justification for demolition. The building was considered by Historic England in 2020 and not listed due to its low historic and architectural interest as well as group value. Thus, the building is not considered to meet the threshold for statutory protection. As per the heritage statement, the hangar is of overall low aesthetic value however there is moderate aesthetic value in the internal roof structure. There remains moderate communal value due to the site's use by the RAF in World War I and by the American military in World War 2. However, its historical value is low, as there are no other structures remaining from the First World War to create group value. Due to extensive development around it, the site is no longer recognisable as a former military site. The former hangar does not contribute to the significance of the wider area. It cannot be viewed from outside the site curtilage; thus its effect on the surrounding area is neutral. Its contribution to the immediate area is negative, due to the structure's decayed condition.

4.2 The Historic Buildings Officer states that the loss of the WW1 structure is regrettable, however agrees that the current overall condition of the structure is such that demolition has to a certain extent been dictated. Furthermore, the conservation officer states that the inappropriate post build adaptations, loss of context following C20th demolition/s, and the fact that it has been reviewed by the Historic England listing department and considered not to be of sufficient interest to add the building to the national list, all add weight to the proposed demolition. Historic England were consulted on the application and replied with no substantive comments or objections as detailed above.

4.3 Policy ENV 08 of the Breckland Local Plan (adopted 2019) requires proposals that could affect non

designated heritage assets to undergo an appropriate assessment, proportionate to the significance of the asset. The Historic Buildings Officer has not referenced the hanger as a non-designated heritage asset so while, in accordance with his comments, it is regrettable to lose a building of this age which was previously in use during World War 1 and World War 2 it does not warrant retention. The demolition, subject to condition to secure the recording to an appropriate level as recommended by the Historic Buildings Officer, is in accordance with policy ENV08 of the Breckland Local Plan (adopted 2019).

5.0 Contamination, Flooding and Drainage

5.1 The Contamination Report that accompanies this application considers suspected contamination, concluding that there is no evidence of potential contamination on-site or nearby, that may affect the suitability of the site for the proposed commercial end use. Environmental Health have been consulted with regards contamination on site and have not objected to the application.

5.2 With reference to flooding, the site is located within Flood Zone 1 and there is no risk of surface water flooding as shown on the Environment Agencies Maps.

5.3 In terms of foul water drainage, the application proposes, as per the application form, that the foul sewerage shall be disposed of through the mains connection which the applicant has advised is as existing. The additional information submitted in support of the application in relation to foul water states that on site foul drainage investigation will be required to assess the sizing and capacity. A foul water drainage condition shall be placed on the planning permission to ensure additional details are submitted and approved.

5.4 In terms of surface water drainage additional information was submitted demonstrating that infiltration drainage is not the optimal solution for this site and as such a full drainage scheme will be required to be conditioned. This will include, as detailed within the drainage information submitted exceedance information and demonstrate that all surface water will be dealt with on site. Thus, the application can be assessed as in accordance with policy ENV09 of the Breckland Local Plan (adopted 2019) subject to conditions.

6.0 Ecology

6.1 The application site is brownfield industrial land and not subject to any statutory ecological designations, tree preservation orders or protected species. It falls within the Impact Risk Zone for East Harling Common SSSI, which lies just under 2km to the east, however it does not fall into the category requiring consultation with Natural England.

6.2 All developments are required to provide a biodiversity net gain in accordance with policy ENV02 of the Breckland Local Plan (adopted 2019). There is no notable vegetation or trees which would need to be removed as part of their construction in accordance with policy ENV 06 of the Breckland Local Plan (adopted 2019). There is a gappy hedgerow along the south-eastern site boundary that will be augmented with new native trees as part of the development. This will provide a biodiversity net gain and amenity benefit for those working on site and reduce potential overlooking into the neighbouring agricultural field. A condition shall be placed upon the grant of planning permission to ensure compliance with policy ENV02 of the Breckland Local Plan (adopted 2019).

7.0 Other Matters

7.1 There has been an in-depth objection from the Parish Council which is summarised above. The discrepancies in the report are noted and where necessary additional information and clarification was supplied by the applicant. With reference the operational hours of this development and the one adjacent this

can be controlled by condition and each application is decided on merit. With regards lighting this can be conditioned to require a lighting scheme to be submitted prior to any lighting being installed. The other matters raised are either dealt with above or have been dealt with through the submission of additional information which corrected the discrepancies between this application and the adjacent one reference 3PL/2022/0013/F.

7.2 The applicant has asked that the hours of operation are amended from those applied for on the application form. Environmental Health have not requested any conditions relating to noise and further comments have been sought regarding the revised opening hours. The development is within an existing industrial area and set away from residential dwellings and it is not known if the existing site is subject to any restrictions although the applicant states not. The hours of noise condition shall be inline with comments from Environmental Health and delegation is sought for this aspect although an example condition is on the draft planning permission.

8.0 Conclusion

8.1 The development, as above, is in accordance with the relevant policies of the Breckland Local Plan (adopted 2019) and is acceptable subject to conditions.

RECOMMENDATION

The application is recommended for approval, subject to conditions.

CONDITIONS

- 1 Full permission 3 year time limit**

The development hereby permitted shall be begun before the expiration of THREE YEARS from the date of this permission.

Reason for condition:- To comply with section 91 of the Town & Country Planning Act 1990 (as amended).
- 2 In accordance with submitted plans NEW 2017**

The development shall be carried out in strict accordance with the application form, and approved documents and drawings as set out in the table at the end of this notice.

Reason for condition:- To ensure the satisfactory development of the site, in accordance with Policy COM01 of the Breckland Local Plan (adopted 2019).
- 3 External materials as approved**

The development hereby permitted shall be constructed using the materials specified on the planning application form and / or submitted drawings.

Reason for condition:- To enable the Local Planning Authority to ensure the satisfactory appearance of the development, as required by Policies COM03, GEN02 and COM01 of the Breckland Local Plan (adopted 2019).
- 4 Archaeological work to be agreed**

The hanger shall not be demolished until a written scheme of recording has been submitted to and approved by the local planning authority in writing. The building and it's demolition

shall be recorded in accordance with the approved scheme.

Reason for condition:- Details are required prior to demolition to ensure the potential historical interest of the site is recorded in accordance with Policy ENV07 and ENV08 of the Breckland Local Plan (adopted 2019).

This condition will require to be discharged

5 Precise details of foul water disposal

Prior to commencement of any development above the laying of foundations, precise details of the means of foul water disposal shall be submitted to and approved in writing by the Local Planning Authority. The foul water disposal system shall be implemented in full in accordance with the approved details prior to the development hereby approved being brought into use.

Reason for condition:- To minimise the possibilities of flooding from the outset of the development, in accordance with Policy COM03 and ENV09 of the Breckland Local Plan (adopted 2019).

This condition will require to be discharged

6 Precise details of surface water disposal

Prior to commencement of development above the laying of foundations, precise details of the means of surface water disposal shall be submitted to and approved in writing by the Local Planning Authority. The surface water disposal system shall be implemented in full in accordance with the approved details prior to the development hereby approved being brought into use.

Reason for condition:- To minimise the possibilities of flooding from the outset of the development, in accordance with Policy COM03 and ENV09 of the Breckland Local Plan (adopted 2019).

This condition will require to be discharged

7 Soft landscaping scheme to be submitted

Prior to the commencement of development above the laying of foundations full details of landscaping, which shall take into account of any existing trees or hedges on the site, shall be submitted to and approved in writing by the Local Planning Authority.

These details should include:

- Planting plans;
- Written specifications (including cultivation and other operations associated with plant and grass establishment);
- Schedules of planting, noting species, plant sizes and proposed numbers/densities where appropriate;
- Implementation programme

The details shall also take account of the Council's leaflet 'Tree pack' (Landscaping advice for applicants) which is available for down load on the Council's website. The development shall accord with the approved details.

Reason for condition:- In the interests of the satisfactory appearance of the development in accordance policies GEN02 and COM01 of the Breckland Local Plan (adopted 2019).

This condition will require to be discharged

- 8 Full details of external lighting**
- No external lighting shall be erected unless full details have first been submitted to and approved in writing by the Local Planning Authority. The details shall include a lighting plan indicating luminance levels both on the site and beyond, and a schedule of equipment including mounting heights. Such lighting shall be kept to the minimum necessary for the purposes of security and site safety and shall prevent upward and outward light radiation. The lighting shall be installed, maintained and operated in accordance with the approved details unless otherwise first agreed in writing by the Local Planning Authority.
- Reason for condition:- In the interests of the amenities of the area and local residents and to minimise light pollution in accordance with Policy COM3 of the Breckland Local Plan (adopted 2019).
- This condition will require to be discharged**
- 9 Hours of use - general 8am - 6pm Mon to Friday
9am-1pm Sat**
- The development hereby permitted shall not operate outside of these hours;
05:30 - 20:30 Monday to Friday
08:00 to 14:00 Saturday and Sunday
And shall operate at no time on Bank Holidays or Public Holidays.
- Reason for condition:- In the interest of the amenities of nearby residents, in accordance with Policy COM 03 of the Breckland Local Plan (adopted 2019).
- 10 Net Gain in Biodiversity**
- Prior to first use of the development hereby approved, a scheme demonstrating how net gains for biodiversity are being secured as part of the development, shall be submitted to and approved in writing by the Local Planning Authority. This could include bird/bat boxes, swift bricks and hedgehog holes for example. The development shall be carried out in accordance with the approved details, prior to first occupation.
- Reason for condition:- To ensure a net gain in biodiversity in accordance with Policy ENV02 of the Breckland Local Plan (adopted 2019).
- 11 Non standard highway condition**
- The development shall be utilised as part of the wider site and the units hereby approved shall not be sold or let as independent units without the prior written approval of the Local Planning Authority.
- Reason for the condition:- In accordance with the approved details and to allow assessment of the impact on the local road network should the units be let or sold in accordance with policy TR01 and TR02 of the Breckland Local Plan (adopted 2019).
- This condition will require to be discharged**
- 12 Unexpected Contamination**
- In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with details to be agreed in writing with the Local Planning Authority. Where remediation is necessary, a remediation scheme must be submitted to and approved in

writing by the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report shall be submitted to and approved in writing by the Local Planning Authority.

Reason for condition:- To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. This condition is imposed in accordance with Section 15 of the National Planning Policy Framework.

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**NOTE - Contaminated Land Informative
(Extensions)**

NOTE - Where remediation of contaminated land is required, the developer is advised to put in place measures to ensure that any future alterations/extensions to the development do not undermine completed remediation works and, if appropriate, that the future alterations/extensions include the same scheme of remediation as that included in the original development.