

Date: 22 March 2021

SUBMITTED ELECTRONICALLY Our ref: 1354

Dear sirs,

Greater Norwich Local Plan Regulation 19 Draft Strategy and Site Allocations – Land to the north of Caistor Lane, Caistor St Edmund

#### Introduction

These representations are submitted on behalf of Glavenhill Limited to the Greater Norwich Local Plan (GNLP) Regulation 19, Consultation process.

The representations promote land to the north of Caistor Lane, Caistor St Edmund (GNLP site reference GNLP0485R) for a new country park, a site for a much needed new primary school, in the order of 180 new homes and a generous and beneficial package of community sought facilities whilst also confirming that there are no outstanding technical (including highway) queries over the site's suitability for allocation (see **Appendix 1** for proposed allocation boundary and indicative masterplan).

These representations also document Glavenhill's objection to the draft Spatial Strategy as it relates to the Key Service Centre of Poringland and Framingham Earl as well as the GNLP's approach to Green Infrastructure and education provision.

#### **Background**

These representations follow numerous earlier representations, the most recent of which were submitted to the Regulation 18, Stage C consultation process.

Glavenhill are pleased to note that the site has been reassessed as part of the GNLP Regulation 19 preparation process, albeit object to the fact that the site has once again been discounted for the following reason:

"During Regulation 18C consultation the site promoter widened the eastern access point. This site is not considered to be suitable for allocation due to highways constraints including carriageway width and pedestrian facilities. Access from the west of the site would be very detrimental to the rural character of that section of Caistor Lane and the surrounding landscape. The revised site access to the east does not appear to provide a suitable standard and the carriageway is not wide enough. However, the large number of committed housing sites is the principal reason that the GNLP does not allocate more housing in this settlement, in order to allow local services to accommodate the growth already planned." (GNLP Regulation 19 draft Evidence Base Site Assessment Booklets Appendix B)

These representations provide Glavenhill's response to the GNLP Regulation 19 draft, including the South Norfolk District Council's (the Council) reason for discounting the proposed allocation site, relevant sections of the draft Growth Strategy as well as specific policies concerning the Key Service Centre of Poringland and Framingham Earl.



### In summary of these representations:

- Whilst Glavenhill support the identification of Poringland and Framingham Earl as a Key Service Centre in recognition of its function and sustainability, they object to the lack of any new housing allocations being proposed within the GNLP Regulation 19 draft.
- Glavenhill consider the Council's decision not to allocate more housing in order to allow local services to accommodate the growth already planned, to be unjustified and therefore unsound, as a significant proportion of the 547 dwellings suggested to benefit from planning permission have now been delivered whilst local services remain within capacity.
- The Plan makes no provision for a new primary school for the Poringland area despite a documented pressing current local need. The Council's assessment of the proposed allocation site pays no regard to its evidenced ability to accommodate and deliver an appropriate, serviced site for the school and as such, is not positively prepared.
- The Plan makes no provision for new Green Infrastructure (beyond that allocated in the existing Core Strategy) to the south of Norwich, despite identifying a pressing need for such sites. Despite the draft Strategy identifying the benefits of delivering new green infrastructure, officers have paid no regard to the benefits that a new Country Park on the proposed allocation site can deliver. The Council's discarding of the proposed allocation site is therefore unjustified.
- Norfolk County Council Highway Officers have failed to provide a robust and accurate assessment of the highway and access design information submitted by Glavenhill to the GNLP Regulation 18, Stage C consultation process. Their most recent comments, received by Glavenhill outside of the Local Plan process, are either inaccurate or can be effectively dealt with through any future planning application, thus rendering their continued objections unjustified. Highway officers have not responded to Glavenhill's comments on the western access and its ability to be assimilated into the surrounding landscape as submitted in response to the Regulation 18, stage c consultation document, notwithstanding the fact that the Country Park could be accessed from within the proposed allocation site, thus potentially negating the need for the western access.
- It is for these reasons that Glavenhill contend that the draft GNLP is neither justified nor positively prepared and is therefore 'unsound' when considered against the tests set out in paragraph 35 of the National Planning Policy Framework.
- The allocation of land to the north of Caistor Lane in the form proposed, would rectify this issue and is considered a 'sound' proposition.

Further information on each of these matters is provided in the following sections.

# **Housing Commitments and Service Capacity**

Glavenhill support the inclusion of Caistor St Edmund within the Key Service Centre of Poringland/ Framingham Earl as indicated by Policies 1 and 7.3 of the GNLP Regulation 19 draft.

Caistor St Edmund, is physically and functionally connected to the wider urban area with its residential population supporting and benefiting from it. The Poringland / Framingham Earl urban area occupies a considerable number of services and facilities which have deemed the location an appropriate one for additional growth over recent years and continue to support the vitality of the local area.



Key Service Centers such as Poringland / Framingham Earl are identified under draft Policy 1 of the Regulation 19 Consultation Document as a third-tier settlement, with growth proposed to these areas after the 'Norwich Urban Area', and the 'Main Towns'. Despite their position in the hierarchy, only 695 new homes are proposed to come forward through new allocations within all nine Key Service Centres. This is considered unsustainable, disproportionate and unjustified.

One reason why such limited growth is being proposed for Key Service Centres is the significant level of dispersed growth that is being directed to rural parts of the plan area. This dispersal strategy is particularly pronounced within South Norfolk where 1,200 homes, on yet to be identified sites, could all be allocated in small cluster villages in the rural parts of the District (outside of the old Norwich Policy Area). Glavenhill object to this dispersal strategy, considering it unsustainable and in the absence of a South Norfolk Village Clusters Site Allocations Document, potentially undeliverable. A more sustainable, justified and positively prepared strategy would be to allocate additional land for housing within the Key Service Centres.

With specific reference to draft Policy 7.3 of the GNLP Regulation 19 draft, Glavenhill object to the Council's decision not to allocate any additional sites for residential development within the Poringland / Framingham Earl Key Service Centre. This decision appears to be neither justified or positively prepared, nor to have been sufficiently tested and is therefore considered 'unsound'.

The Council's decision not to allocate more housing in order to "allow local services to accommodate the growth already planned", is considered by Glavenhill be unjustified and therefore unsound. Contrary to the Council's suggestion, a significant proportion of the 547 dwellings identified within the draft Plan to benefit from planning permission have now been delivered and their impact is already being felt (see **Table 1**). Based upon current rates of delivery, all dwellings currently benefitting from planning permission are likely to be delivered within 2 Years of Plan's adoption, if not sooner. It is also important to note that the housing requirements should be regarded as minimums (NPPF Paragraph 60) and every opportunity must be sought within the Local Plan to "significantly boosting the supply of homes" (NPPF paragraph 59), an objective that Glavenhill consider unable to be fulfilled through the lack of dwellings earmarked for the Poringland Area under Policy 7.3.

Despite recent high levels of housing delivery within the Poringland area, it was demonstrated in representations made by Glavenhill to the GNLP Regulation 18, Stage C consultation, that the settlement and its existing services can accommodate additional development and in the case of the land to the North of Caistor Lane, can, through its allocation, actively assist in the provision of new infrastructure, including a new Primary School, which Norfolk County Council as the Local Education Authority confirm is required; a site for a new community building and playing pitch, which the Parish Council have requested; and a Country Park, to meet the needs of the existing population.

These needs can arguably only be met in the short to medium term through enabling residential development of the sort proposed at Caistor Lane.



Table 1 - Summary of Large Scale Housing Commitments within the Poringland Area

Site (major allocations / planning permissions relating to more than 5 dwellings	Commitment (dwellings)	Committed / to be delivered as of 31/03/20 as presented in 2020 South Norfolk Housing Delivery Document (dwellings)	Commentary February 2021
Land south of Stoke Road West of The Street & 29 (IN) North of Heath Loke GA phase 2 David Wilson Homes	232	50	Company website confirms all properties complete and sold.  O available
Land north of Shotesham Road, East of Carr Lane Norfolk Homes	221	145	9 properties released of which 7 have been sold.  138 available. Noting a likely delivery rate of circa 35 dwelling per annum, units to remain available for a maximum of 4 years.
Land at Heath Farm  David Wilson Homes	270	74	Company website confirmed all properties now sold.  O available
Land west of Octagon Farm Bennett Homes	60	40	Site visit suggests that 39 properties complete.  Assumes 21 remain available, albeit no evidence of these additional permitted units coming forward in the short term.

# **Primary School Provision**

There is a known and documented unmet need for a new Primary School for the Poringland / Framingham Earl Area.

Norfolk County Council has acknowledged the need most recently in their consultation response to the Poringland Neighbourhood Plan (Regulation 16) Consultation (September 2019) as follows:

"The neighbourhood plan mentions that school expansion is necessary as there are pressures for school places for local children. But it should be noted that there are constraints at the existing school site and it is unlikely that it can be expanded. It is likely that primary school place demands will continue, therefore, the neighbourhood plan should include wording referencing the following:



the neighbourhood plan supports the Local Authority in providing a new school to deliver additional primary school places for Poringland."

A strategy to address this need was presented to Norfolk County Council's Cabinet on 13 January 2020. Members endorsed the County Council's Schools Local Growth and Investment Plan which acknowledges the need for new provision within Poringland. Whilst the need is acknowledged and a plan for investment agreed, there remains an unmet and urgent need for the County Council to secure a suitable site for the school. The proposed allocation site at Caistor North is well located within easy walking and cycle distance of the local population and can provide the necessary land to accommodate a new serviced site.

The proposed site can be fully funded through the provision of 180 dwellings on site and with no additional cost to the public purse.

This notable benefit of the proposed allocation site has been entirely overlooked by the Council in their assessment of the proposed allocation site and fails to be mentioned within the Council's description of the Poringland and Framingham Earl area within the Sites section of the draft Plan.

This lack of recognition demonstrates that the Council has failed in their assessment of this site and its full community offer. Their decision not to allocate the site is therefore neither positively prepared nor justified.

#### **Green Infrastructure Provision**

The pressing need for additional, useable and attractive green infrastructure within Greater Norwich (SANGS) in order to mitigate the recreational pressure created by proposed growth is well documented within the existing Greater Norwich Core Strategy, recent Annual Monitoring Reports and the Habitat Regulations Assessment which accompanies the draft Local Plan.

Despite this, there is no site identified within the GNLP Regulation 19 draft for a new Country Park beyond the continued allocation of the Bawburgh Lakes site that failed to be delivered during the last plan period. To the contrary, draft Policy 3 of the Regulation 19 draft requires new residential development to pay a contribution towards the cost of mitigation measures at existing protected sites (as determined under the Norfolk Green infrastructure and Recreational Impact Avoidance and Mitigation Strategy plus an allowance for inflation) and the provision or enhancement of adequate green infrastructure, either on the development site or nearby, to provide for the informal recreational needs of the residents as an alternative to visiting the protected sites.

Glavenhill contend that the Greater Norwich Development Board's approach to the natural environment as set out in Policy 3, specifically the lack of any discernible or deliverable site for a new country park for South Norfolk beyond that which has failed to be delivered through the existing Core Strategy is 'unsound'.

Glavenhill request that before any further strategic scale growth can be planned through the GNLP, that South Norfolk Council establish a proposal for a realistic and deliverable new network of SANG's. This could be achieved in part, through the allocation and early release of the Country Park at Caistor Lane.



#### **Access and Transport**

The Settlement Assessment booklet for the Poringland area which was published along side the GNLP Regulation 19 draft provides the Council's commentary on the suitability of the proposed allocation site, including comments from Norfolk County Council Highway Department on the appropriateness of the proposed access and the impact of development on the local transport network.

Within this document the Highway Department comments:

"Does not appear to be able to form accesses to an acceptable standard with suitable visibility splays over highway. Impact of development traffic using highway network to west of development remains a concern. Question ability to provide sufficiently wide carriageway and suitable pedestrian facilities." (page 111).

In response to these comments South Norfolk Development Management officers confirm that:

"The site was assessed as unreasonable for the Reg.18C draft plan, with concerns over the impact on the landscape. During Reg.18C, the site promoter revised the access to the site. The revised site has new evidence – is it now more acceptable?" (page 111).

Glavenhill's transport consultants Rossi Long contacted Norfolk County Council to seek an answer to the planning officer's query.

The County Highway Officer's comments and Rossi Long's response to them, is summarised at **Appendix 2.** 

In summary of Rossi Long's response, there are no matters relating to the site's access, accessibility or transport impact that render the allocation unsuitable. There are no highway grounds for discounting this site from allocation. To do so would be unjustified and therefore 'unsound'.

# These representations

These representations demonstrate that the proposed growth strategy for the Poringland area is unjustified and is not positively prepared. Contrary to statements made within the GNLP Regulation 19 draft, there is capacity for additional residential growth in the Poringland area. There area additional opportunities through the allocation of this specific site, to deliver additional much needed new primary school and community facilities which the Council has failed to consider.

The benefits to be delivered to the area through the provision of a new Country Park at the site have failed to be assessed by the Council. The discounting of this site as a potential green infrastructure resource is unjustified.

The discounting of the site over access and highway concerns has also been demonstrated to be unjustified. The proposed allocation can be safely and sustainably accessed and through proposed enhancements to the foot and cycle path network and road layout, can be accommodated without placing unacceptable pressure on the local transport network.

The proposed allocation site is a suitable, available and deliverable proposition which can deliver much needed facilities which fail to be planned for.



The allocation of the site is, as promoted by Glavenhill, justified, positive and a wholly 'sound' proposition.

Yours faithfully

Hannah Smith
Associate Director (MRTPI, AIEMA)



Appendix 1 – Proposed Allocation Boundary and Illustrative Masterplan







Appendix 2 – Rossi Long Consulting Response to Highway Officer Comments



Project Ref: LF/SJB/191576 [Rev 01]

Date: 08 March 2021

# Transport Note 01

# Land north of Caistor Lane, Caistor St Edmund

# 1.0 Introduction

This Transport Note has been prepared by Rossi Long Consulting Ltd (RLC), on behalf of Glavenhill Strategic Land, to support proposals for land north of Caistor Lane, Caistor St Edmund, Norfolk.

The vision masterplan for the site includes a publicly accessible country park, residential development of circa 180 dwellings, a serviced site for a new primary school of up to circa 420 places, together with a serviced site for a new community building, playing pitches and open space.

This report should be read in conjunction with RLC's previously prepared Transport Note dated 04 March 2020.

The purpose of this Note is to provide comment and response to Norfolk County Council's (NCC's) email review of the above proposals (as part of the GNLP process) received 01 February 2021.

# 2.0 Review of NCC Comments

The following paragraphs provide a summary and response to each of the key comments provided by NCC in the aforementioned email:

#### NCC Comment:

It does not appear to be able to form access to an acceptable standard with suitable visibility splays within the highway.

#### Response:

NCC's comment contains no cognisance of the design assessment works undertaken to date which provides evidence that access is deliverable. We would kindly refer NCC to the attached RLC Drawing No.191576\_CL-01\_P5.

A speed survey has been undertaken in this location which supports the visibility splays provided (i.e. 2.4m x 90m in both directions).



### **NCC Comment:**

Impact of development traffic using the highway network to west of development remains a concern, as these roads are generally narrow and suffer from poor visibility. Regardless of previous permissions and the time restricted bus gate at Trowse, any significant development that would encourage more traffic to use these routes will be resisted.

#### Response:

NCC's comment is noted – it is agreed that the aim should be to avoid traffic to the west. However, notwithstanding the unattractiveness the route to the west (for reasons given by NCC), it is not considered that this route would be any more attractive for traffic from the proposed site than for previous and current developments taking place a short distance to the east.

There are, however, highway engineering solutions such as Traffic Regulation Orders for access only which could be implemented if NCC consider appropriate.

# NCC Comment:

The ability to provide a sufficiently wide carriageway and suitable pedestrian facilities is questioned.

#### Response:

RLC has previously undertaken design works to demonstrate appropriate carriageway width and suitable pedestrian facilities can be provided to/from the eastern site access east along Caistor Lane, connecting to recent large-scale development – see attached RLC Drawing Nos.191576 CL-01 P5, CL-02 P4 and CL-03 P3.

By providing these works, the development will also create a safe route to the east for those residents walking/cycling to Poringland from existing dwellings on Caistor Lane.

Whilst pedestrian facilities can be provided from the eastern access west along Caistor Lane (to connect with the proposed middle emergency access), no major works such as road widening, etc. are deemed appropriate to the west so to not make travel in this direction more attractive (see previous point raised by NCC). Pedestrian facilities will, however, be provided within the site so to encourage access to the country park via this route.

Pedestrian access from the west of the site will be provided both from within the site and along Caistor Lane from the middle (emergency) access via a 1.8m/1.5m wide footway along north of Caistor Lane to the eastern access where it connects to the aforementioned proposed pedestrian facilities to the east.

#### NCC Comment:

A development of 180 dwellings plus a new primary school should be served from two points of access with a 6.0m wide link road and a cyclepath as far as the school.

#### Response:

NCC's emerging revised design guide no longer requires 2 points of access, with the focus instead put on the internal layout of the site (e.g. internal loops, etc.), as has been designed.



The design provision of a 6m wide road with 3m wide cycleway (as shown on RLC's attached Drawing No.191576\_CL-01\_P5) is taken from NCC's emerging standards for 250+ dwellings, although it is considered that the 180 dwellings with (off-peak pm traffic) school site would be adequately served by a 5.5m carriageway, not least as there is no bus route or on-road stops needing to be accommodated.

#### NCC Comment:

Therefore, Caistor Lane must also be improved to the same standard from the site access to the junction with Brickle Wood Ave, beyond which it was improved by BDW Homes to this standard.

#### Response:

RLC Drawing No.191576\_CL-01\_P5 shows a 3m wide foot/cycleway to Brickle Wood Avenue.

Widening of Caistor Lane east of Brickle Wood Avenue was a requirement of the S278 Agreement for David Wilson Homes (DWH). On-site measurements show improvements made to Caistor Lane east of Brickle Wood Avenue to be approximately 5.7m carriageway width, with a 1.8m wide footway on its southern side.

On-site measurements show the minimum width of the carriageway and highway verge along Caistor Lane from the proposed eastern site entrance to Brickle Wood Avenue to be at least 9.6m wide, up to a maximum of 11.7m.

Whilst RLC Drawing No.191576\_CL-01\_P5 shows that a 3m wide foot/cycleway is possible and on-site measurements show a 6m wide carriageway is feasible, both previous experience and the highway works associated with the DWH development at Brickle Wood Avenue indicate that carriageway widening to 5.5m and footway provision of 1.8m would be appropriate in this instance. On-site measurements show this to be achievable.

# **NCC Comment:**

The proposed access to the Country Park would also be considered unacceptable, due to the narrow carriageway width of Caistor Lane in the vicinity of this location, the lack of footway provision and the poor junction visibility shown on the submitted plan. Additionally, extending the 30mph speed limit further out into the countryside simply to include the proposed junction would be likely to result in poor compliance and is not considered acceptable.

#### Response:

It is acknowledged that carriageway width is indeed narrow and visibility below standard. However, a 1-week ATC speed survey at this location shows the 85<sup>th</sup> percentile speeds to be approximately 38-39mph – i.e. significantly lower than the current 60mph speed limit at this point.

Not only does the speed survey therefore support shorter visibility splays in this location, it is also considered appropriate to reduce the speed limit on Caistor Lane to 30mph along the entire site to past the proposed western access – so as to attenuate vehicle speeds further.

Possible additional highway engineering solutions to attenuate speeds include a gateway feature, Vehicle Actuated signs, and change in surface colour/texture.



Finally, the western access can be removed from the proposals entirely, and still adequate access could be provided by vehicle and by foot/cycle.

# NCC Comment:

Proposed development site could be made more accessible by ped/cycle links to Highland, The Ramblers and the Bennett Homes site currently under construction. However, none of these developments provide an adopted highway to their boundary.

### Response:

The Skittles Wood owners are offering its availability to Glavenhill for the scheme. Access via Highland also exists and there is potential for connectivity to the Bennet Homes development too.

# NCC Comment:

The nearest bus stop is 500m from the eastern access, resulting in the entire development being significantly more than this. NCC say new development should aim to be within 400m of a bus stop, if it is to provide good accessibility to sustainable means of travel.

#### Response:

It noted that 400m is ideal but not necessarily a show-stopper – the site is only slightly further and, in any event, a range of facilities are within convenient walking distance.

A recent appeal decision saw inspector David Wildsmith approve some 350 new homes as an extension to an Essex village on the basis facilities within the former PPG13s recommended 2km. It can be further noted that 16 plots south of Caistor Lane at Heath Farm won on appeal where it was also remarked of the accessible distance to range local services.

## NCC Comment:

The addition of a further 180 dwellings, a primary school and country park will generate a further significant increase in slowing, stopping and turning movements on the B1332 to the detriment of highway safety. This junction also has tight junction radii and substandard visibility and would need to be improved, possible with a right turn lane (as required by Bennett Homes), before development of the scale proposed would be considered acceptable.

# Response:

Improvements were not required by NCC for the recent David Wilson Homes development at Brickle Wood Avenue just to the east.

Indeed, the DWH application had a junction capacity study undertaken along with other detailed work that showed the junction to be operating well within capacity under the 2018 Base + Development scenario. NCC accepted this (and indeed further work was undertaken on 'worst case' following local concerns). There have been no other significant developments since the DWH development to affect capacity at this junction.

Furthermore, post-COVID there is likely to be less car movements with more working at home and local recreation (e.g. the country park proposed), as confirmed by NCC Highways on another recent large application.



A PICADY junction assessment undertaken as part of a Transport Assessment to support an application would confirm the available capacity of this junction.

# 3.0 Summary

This Transport Note has been prepared by Rossi Long Consulting Ltd in response to comments received from Norfolk County Council Highways regarding development proposals for land north of Caistor Lane, Caistor St Edmund, Norfolk.

In summary, the information within this Note shows that there are not likely to be any safety or capacity reasons why the proposals should not be supported.

Prepared by	Approved by
<b>Luke Fairall</b> BA(Hons), MCIHT, MTPS Associate	Mike Lloyd BEng(Hons), CEng, MIStructE Director
LiFairal	ML

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SITE BOUNDARY



ASPHALT ROAD

**NEW FOOTWAY** 



EMERGENCY ACCESS

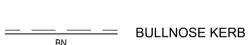
BACK EDGE OF FOOTWAY



SCALED HIGHWAY BOUNDARY FROM OS PLANS RECEIVED FROM NCC.

(HALF BATTERED - 100mm FACE)

ROAD KERB



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LAND NORTH OF CAISTOR LANE CAISTOR ST EDMUNDS

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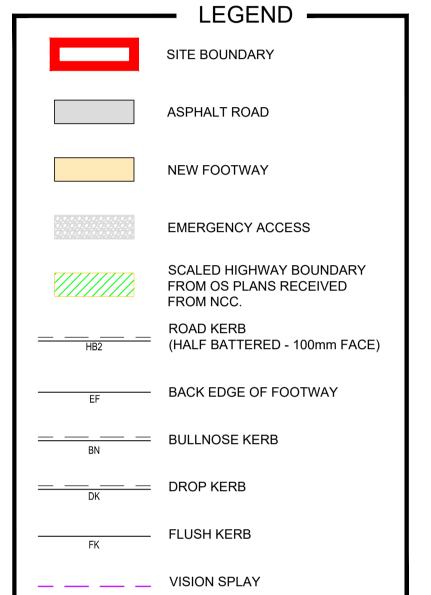
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