

Report to Planning applications committee

Item

Date 4 July 2013

5(1)

Report of Head of planning services
Subject Application no 13/00274/F Carrow Park, Norwich City
Football Club, Carrow Road, Norwich NR1 1JE

SUMMARY

Description:	Extension of existing community sports facility and increase of roof height to provide classroom and enlarged multi use hall/dance studio area and relocated stores.
Reason for consideration at Committee:	Objections
Recommendation:	Approve
Ward:	Thorpe Hamlet
Contact Officer:	Rob Parkinson Senior Planning Officer 01603 212765
Valid Date:	6 March 2013
Applicant:	Norwich City Football Club – Community Sports Foundation
Agent:	Mr Mark Camidge

INTRODUCTION

The Site

Location and Context

1. The site is known as Carrow Park, and is the single-storey 'Spaces for Sport' building made of block and timber cladding and a sedum-topped flat-roof. It is used for community sports, leisure and meetings, and is a local play area for children, situated on the east side of the road into the Norwich City Football Club area (currently unnamed and un-adopted). It is positioned behind a row of terraced houses on the south side of Kerrison Road, and is west of the Centenary House former factory now residential flats with an associated parking courtyard. Three trees to its northern boundary have recently been removed.
2. The wider sports facility comprises a 7-a-side football pitch and a Multi-Use Games Area (MUGA) and children's play area to the south of the sports building and north of the Lawrence Scott Electromotors Test Bed building. The site is accessed from a path that circumnavigates a large and significant Black Poplar TPO tree close to the entrance.
3. The surrounding football club area is under development for residential apartments at Riverside Heights to the south, and in the near future at Carrow Quay (outline planning permission was granted in June 2013). Planning policy anticipates the further provision of flats in the area around the existing car parks and eventually the Test Bed Building.

Constraints

4. This is technically a Flood Risk Zone 2 area but is not a conservation area. The facility is required to provide access to community groups for sports at regular intervals as part of the Section 106 Agreement associated with the development's planning permission. The site is level. The Black Poplar tree at the western boundary has a Tree Protection Order (TPO 370).

Planning History

06/00012/VC - Variation of Condition 2: Approval of Master Plan for previous outline planning permission 4/2002/01281/O 'Replacement of South stand (8000 seats), new corner stand (1500 seats), hotel, decked car park and residential development with associated highway works'. (Approved - 18/03/2008).

– This permission set out the masterplan vision of the football club area's redevelopment and in doing so confirmed the Carrow Park site's role in needing to provide for the recreational open space and play provision needs of the residential developments coming forward at Riverside Heights and the Carrow Quay car park.

05/00228/F – Provision of 4430sq.m. of children's equipped playspace and play surface, open green space, multi-use games area and 7-a-side pitch together with changing, teaching and toilet facilities. (Approved 9th March 2006).

- This permission was for construction of the Carrow Park 'Spaces for Sport' facility; the associated s106 Agreement established the community access provision of the same.
 - Condition 8 of the above planning permission included a requirement to agree and adhere to a Noise Management Plan for the building's use.
 - Condition 9 required prior agreement of details of any amplification / public address system.
 - Condition 10 requires the building to only operate between 8am and 9pm on any day.
- The above planning conditions remain relevant to the building as altered by this extension.

5. The 'Spaces for Sport' complex was developed with sufficient community use access and facilities to provide for the recreational needs of all the flats being developed at the football club area. The Section 106 Agreement already in place ensures that this application would have to adhere to its content and obligations, and retain the community access.

Equality and Diversity Issues

The proposal will provide an improved efficient use of the building to encourage even more community access. Although the specific disabled changing areas are being removed there is ample changing space and disabled capacity toilets are relocated to other parts of the building.

The Proposal

6. The proposals seek to raise the roof height of approximately half of the building and replace existing disabled changing and toilets and training / conference rooms with a new classroom / multi-use hall of two-storey height. An existing store room on the north side of the building are retained. The design has been varied since original submission, to bring

the two-storey multi-use hall to the south of the building and keep the northern side as a single storey height step-back where closest to residential gardens; this means the south-side becomes two-storey facing the football pitch.

7. The design retains a flat roof to the new extension, which the applicant intends to use to install photo-voltaic panels under their permitted development allowances. This means just under half the existing sedum roof is removed to make way for the new extension.
8. The site operators say there is a need to provide health, education and physical activity programmes at Carrow Park which the current indoor facilities cannot accommodate, and the proposals are said to enable them to work with over 900 people of all ages including homeless, unemployed and disability groups, local schools and new sports clubs.

Representations Received

9. Advertised on site and in the press. Revised designs were received on 25th May and re-advertised thereafter, with the second public consultation period ending on 26th June 2013. Adjacent and neighbouring properties have been notified in writing twice. 3 letters of representation have been received citing the issues as summarised in the table below.
- 10.

Issues Raised	Response
Overshadowing – the development will increase the existing building's blocking of sunlight into gardens.	See paragraphs 17 and 25-27.
Overlooking – windows in the increased roof will increase overlooking of neighbouring gardens / houses.	There are no additional windows proposed in the north or eastern elevations which face neighbouring residential properties, and the new storey height will not include any additional raised internal floorspace so will not allow outward views; this is not an issue. See paragraph 24.
The noise of construction work will disturb residents who work on shift patterns.	This is not likely to be significant and controlling hours of operation would only be possible to require 'normal' office hours so would not benefit shift workers.
The dance hall should be sound-proofed to prevent harm to adjacent residential amenity.	See paragraphs 22-23 and previous planning permission 05/00228/F.
Existing trees which have since been felled should be replaced.	See paragraphs 31-34.

Consultation Responses

11. **Norfolk Historic Environment Services** – No objection in terms of archaeology.
12. **Environmental Health Pollution Control** – No objection in principle, but there are a couple of concerns relating to noise and the close proximity of residential neighbours. The proposed multi-use hall / studio / classroom / dance space is likely to involve amplified music. Although unlikely to be all-day/everyday, it will be important to set maximum sound levels to ensure noise does not become a source of disturbance to residents. Conditions can be applied to ensure this is agreed prior to the first use of amplified music. Likewise,

opening hours should be restricted by condition to the proposed 08:00-21:00 hours.

13. **Norfolk County Council (Fire Officer)** – No objection providing the development satisfies the relevant Building Control Regulations, which it is expected to do.
14. **Environment Agency** – No objection. The flood risk assessment has already been agreed as part of the original redevelopment proposals and the development has no material impact being less than 250sq.m. of non-residential development.
15. **Natural Areas Officer (Ecology)** – No objection. The area affected by the proposals has minimal wildlife value and the probability of any protected species being present is very low, so there should not be any significant biodiversity implications.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework (March 2012)

Statement 7 – Requiring good design

Statement 8 – Promoting healthy communities

Statement 10 – Meeting the challenge of climate change, flooding and coastal change

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011 (March 2011)

Policy 2 – Promoting good design

Policy 3 – Energy and water

Relevant saved policies of the adopted City of Norwich Replacement Local Plan (2004)

SR7 – Provision of children's equipped playspace to serve development

EP22 - High standard of amenity for residential occupiers

HBE12 - High quality of design in new developments

EP18 - High standard of energy efficiency in new developments

CC14 – Land adjoining the Football Club – mix of uses and conditions

The Joint Core Strategy and Replacement Local Plan (RLP) have been adopted since the introduction of the Planning and Compulsory Purchase Act in 2004. With regard to paragraphs 211 and 215-216 of the National Planning Policy Framework (NPPF), both sets of policies have been subjected to a test of compliance with the NPPF. Both the 2011 JCS policies and the majority of the 2004 RLP policies above are considered to be compliant with the NPPF. The Council has also reached submission stage of the emerging new Local Plan policies, and considers most of these to be wholly consistent with the NPPF. Where discrepancies or inconsistent policies relate to this application they are identified and discussed within the report; varying degrees of weight are apportioned as appropriate.

Supplementary Planning Documents and Guidance:

Open Space and Play Facilities SPD (June 2006).

Other Material Considerations

Emerging Local Plan - Development Management policies (submission April 2013):

DM2 Ensuring satisfactory living and working conditions

DM3* Delivering high quality design

DM22 Planning for and safeguarding community facilities

- – only very limited weight has been applied to DM3 because there is an objection to its submission, but its objectives are still broadly supported by existing Local Plan policy HBE12.

Emerging Local Plan - Site Allocation policies (submission April 2013):

There are policies proposed in respect of residential development at the car park areas and Test Bed Building around the site, but these do not affect the Carrow Park facility and generally replicate the existing Local Plan allocations and planning permissions.

Design

Layout, Scale and Height

16. In both the original proposal and the revised plans the building is proposed to be extended eastwards by 3.1m using an area currently paved for maintenance access. The increased height at the eastern boundary will be noticeable from the north and the adjoining car park of the Centenary House apartment complex, but the impacts will not be detrimental.
17. In response to the concerns raised to the original proposals (in which the increased height was situated against the northern boundary), the revised drawings of 25th May have now moved the taller element of the building to the south, leaving the existing store and plant room to the north. This has a dual benefit, by effectively creating a sound buffer between the boundary and the multi-use hall, and by minimising any overshadowing of adjacent gardens to the north and reducing the scale and bulk of the development in views from the gardens or nearby homes.
18. The west elevation now includes high level studio windows and a new fire escape door to the extended multi-use hall, and the south elevation facing the 7-side pitch proposes full height glazing and upper-level louvers and a new door to optimise, and control the effects of, solar gain. The east elevation increases in height and removes the existing double-doors, so is bulkier against the boundary and more dominant in design but this is not detrimental to the surroundings. Materials proposed all match the existing powder-coated aluminium glazing and timber cladding.
19. The footprint of the building has been increased slightly in the revised proposals by reconfiguring the hall entrance at the front / south elevation, but this is minimal.

Roof Plan

20. The roof plan was originally proposed to be half-sedum on the retained flat roof, and half as single-ply flat roofing on the new extension (with no sedum roofing). The reconfigured roof plan allows more of the sedum roof to be retained across the northern elevation, and provides a flat roof that lends itself to installation of photo-voltaic panels.
21. There are no planning requirements to secure a minimum level of photovoltaic panel coverage, and the applicant is able to install the PVs under permitted development, but the plans have shown the dimensions to be used and their timely provision can still be required through condition.

Impact on Living Conditions

Noise and Disturbance

22. There are sufficient controls available to manage the impact through using appropriate planning conditions. Activities within the multi-use hall / classroom space will not be so intensive as to require specific acoustic insulation in the designs, particularly given the set-

back and the buffer that the store room will provide. To do so would likely incur unreasonable expense to secure disproportionate controls. However, there is a need to establish acceptable levels of maximum noise levels to be used in amplification systems, to be agreed by conditions.

Opening Hours

23. The associated restrictions on hours of use (to be 8am-9pm) by condition, along with the expectations of construction practices to be listed within an Informative note, will ensure the majority of residents' amenity is protected; unfortunately for residents working shift patterns it would be unreasonable for planning to impose more stringent construction hour or disturbance controls.

Overlooking and Loss of Privacy

24. There are no windows proposed in the north or east elevations which face residential properties, so there will be no further overlooking or loss of privacy from this development, and windows would be too high to allow internal views outwards.

Overshadowing and Overbearing Nature of Development

25. The closest elevations of the houses to the north are 12m from the single-storey edge of the development, and the recent removal of trees will have helped to increase light gained to the gardens in the existing circumstance, and minimise loss of light with the proposed redevelopment.

26. A sun study submitted with the application looked at the impacts of the original scheme and found the extended roof on the northern boundary would have some additional midday shading to adjoining gardens in March and September (June would show no change as the sun is higher). The greatest impact would be felt at the adjoining car park to the west. Therefore, the revised design will only lessen any resultant impact and it is considered that any difference would be to cause only a very minimal loss of existing light levels.

27. The current roof is 3.2m from the adjoining ground level. In the proposals the highest point of the extended roof would be 5.1m above the north boundary ground level (a 1.9m increase from the existing), but the stepped-back form of the revised roof design will minimise the light lost into the gardens and rear rooms of the houses, and will greatly reduce any sense of the building being overbearing or over-dominant as might have been the case through having a sheer wall only 2m from the boundary.

Transport and Access

Car Parking, Vehicular Access and Servicing

28. There will be no increase in car parking requirements or servicing arrangements.

Environmental Issues

Flood Risk

29. The development will continue to use the same Finished Floor Level as originally permitted and constructed, of 2.2m AODN, so avoids increasing flood risk vulnerability.

Energy Efficiency and Renewable Energy

30. The proposal to use the south-facing flat roof of the new extension for photovoltaic panels is a beneficial feature of the design and can be secured through planning condition to ensure the scheme provides high standard of energy efficiency.

Trees, Ecology and Landscaping

Impact on Trees

31. The original plans suggested that the current grasscrete and concrete paver access path would be replaced with hot rolled asphalt. This would have had implications for the method of construction as it was in the root protection area of the black poplar; however, the revised plans of 25th May have removed this part of the scheme so the tree will remain unaffected meaning arboricultural protection conditions are unnecessary.
32. The group of mature sycamore trees to the north of the protected poplar also remain unaffected by the proposals. The grassed landscape setting to the entrance is unaffected.
33. The three trees originally growing on the applicant's land next to the building on the northern border of the site were not protected and have been removed. Although a significant and regrettable loss to the setting of the area their removal did not require planning permission, although it has probably increased the light gained to the rear gardens of the four adjacent homes of the eastern end of the Kerrison Road terraces.

Replacement planting

34. The tree loss has not been so detrimental as to require replacement tree planting. Besides, any new trees planted within the site boundary to provide screening could then also cause a loss of light. It is quite feasible for neighbours to plant their own trees along the boundary if they desire new screening and could accept a potential reduction in light.

Ecology

35. An ecology survey has accompanied the application. The likelihood of bats, birds or other protected species being present on or near the site is considered very low due to the almost total lack of foraging habitat, the unsuitability of the building's materials and design for roosting, and the degree of previous disturbance.
36. The existing sedum roof is neutral unimproved grass, but does provide the only natural environment on site (albeit an artificial installation and isolated environment). It is a grass sward combined with sedum to provide a typical green-roof of low-cover plants. Providing the new roof is used for photovoltaic panels (to be installed as a requirement of a planning condition prior to first use) the loss of part of the sedum roof habitat can be accepted.

Equality and Diversity Issues and Community Access

Disability

37. The removal of the two existing separate specific disabled-person changing, toilet and shower facilities is unfortunate but the necessary level of access is provided to existing showers, toilet and changing area and a larger toilet remains unchanged. The benefits of providing a larger facility to benefit more people in the community is considered to outweigh the inconvenience caused by the loss of these specific facilities.

Community access

38. The existing Section 106 Agreement (dated March 2006) relating to the Carrow Park development, which was established by planning permission 05/00835/F, sets out the minimum levels of public access to be provided. This was defined in the Planning Statement of permission 05/00835/F and includes a clause confirming that subsequent alterations to the site will become incorporated in the obligations; the operator is required to provide and retain free community access to the teaching and community room for 'local residents'; these are defined as residents of 35-37 Carrow Road, Clarence Harbour Court,

Kerrison Road, Cozens Road, Hardy Road and the Railway Cottages.

39. Although the smaller teaching room may be removed in these proposals, it is still intended to provide the same function in the larger multi-use hall. For the avoidance of doubt, a planning condition and Informative note within the permission will confirm the requirement to continue to provide the same level of access and remind the operator of the s106 Agreement obligations.

Conclusions

40. The development proposed will provide a high quality of sports facility and an important resource for the community at large, which proposes a high quality of design that has accommodated the constraints of its surroundings and its residential setting. Any detriment from the loss of part of the sedum roof will be compensated for through providing energy efficiency and incorporating renewable technologies. The impacts on neighbouring residential amenity arising from the proposals and the resultant broader range of uses facilitated by the development, when subject to the associated conditions, will be minimised and is considered acceptable.

RECOMMENDATIONS

To approve application 13/00274/F at Carrow Park, Norwich City Football Club, Carrow Road, Norwich NR1 1JE, subject to the following conditions:

Conditions:

1. Standard time limit (development to commence within 3 years);
2. Development to be as per the existing plans and supporting information;
3. Materials to match the existing;
4. Prior to first use, the development shall be installed with photovoltaic panels on the new roof in the positions indicated, to mitigate the loss of the sedum roofing and ensure the development provides a high standard of energy efficiency;
5. No use of amplified music until the Council has determined the permitted maximum sound levels expressed in dB LAeq(5mins) measured at a point 2 meters from any loudspeaker forming part of the amplification system and thereafter the levels shall not be exceeded;
6. The new facilities created/extended shall not be used outside the hours of 0800 -2100 hours on any day;
7. Notwithstanding the removal of the existing training/conference space, the development shall continue to provide community and local resident access to the expanded classroom / multi-use hall and associated changing facilities for community and teaching purposes, in accordance with the provisions of the terms of planning permission 05/00835/F and associated Section 106 legal agreement.

Informative notes:

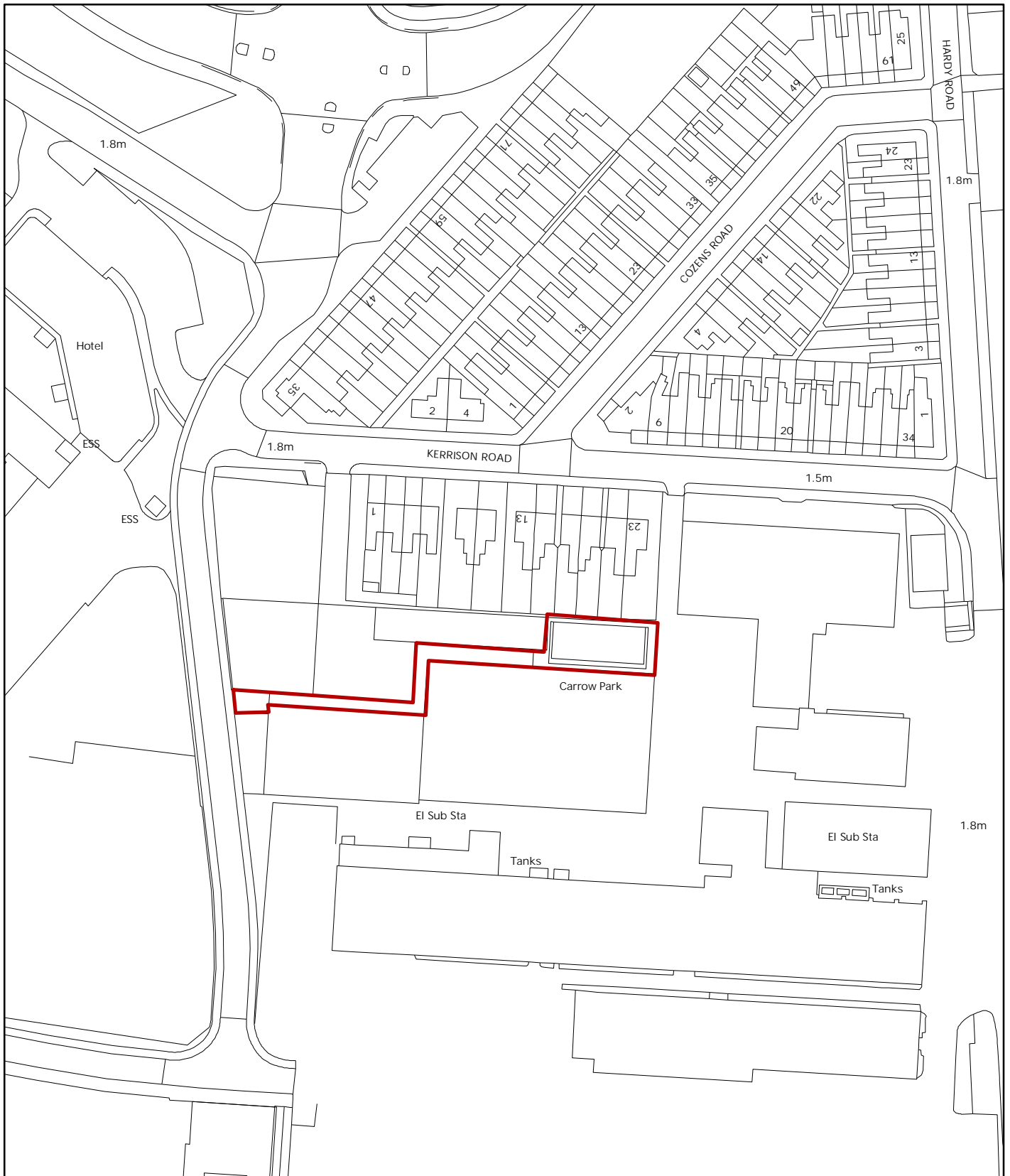
- The applicant is to be reminded of the need to continue to comply with the obligations in the existing Section 106 Agreement, including provisions relating to maintaining free usage, free use of the Teaching and Community

Room for local residents at all times in perpetuity, wherein 'Local Residents' includes residents of 35-37 Carrow Road, Clarence Harbour Court, Kerrison Road, Cozens Road, Hardy Road and the Railway Cottages.

- Standard good practice in construction advice.

Article 31(1)(cc) Statement:

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



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Planning Application No 13/00274/F

Site Address Norwich City Football Club Carrow Road

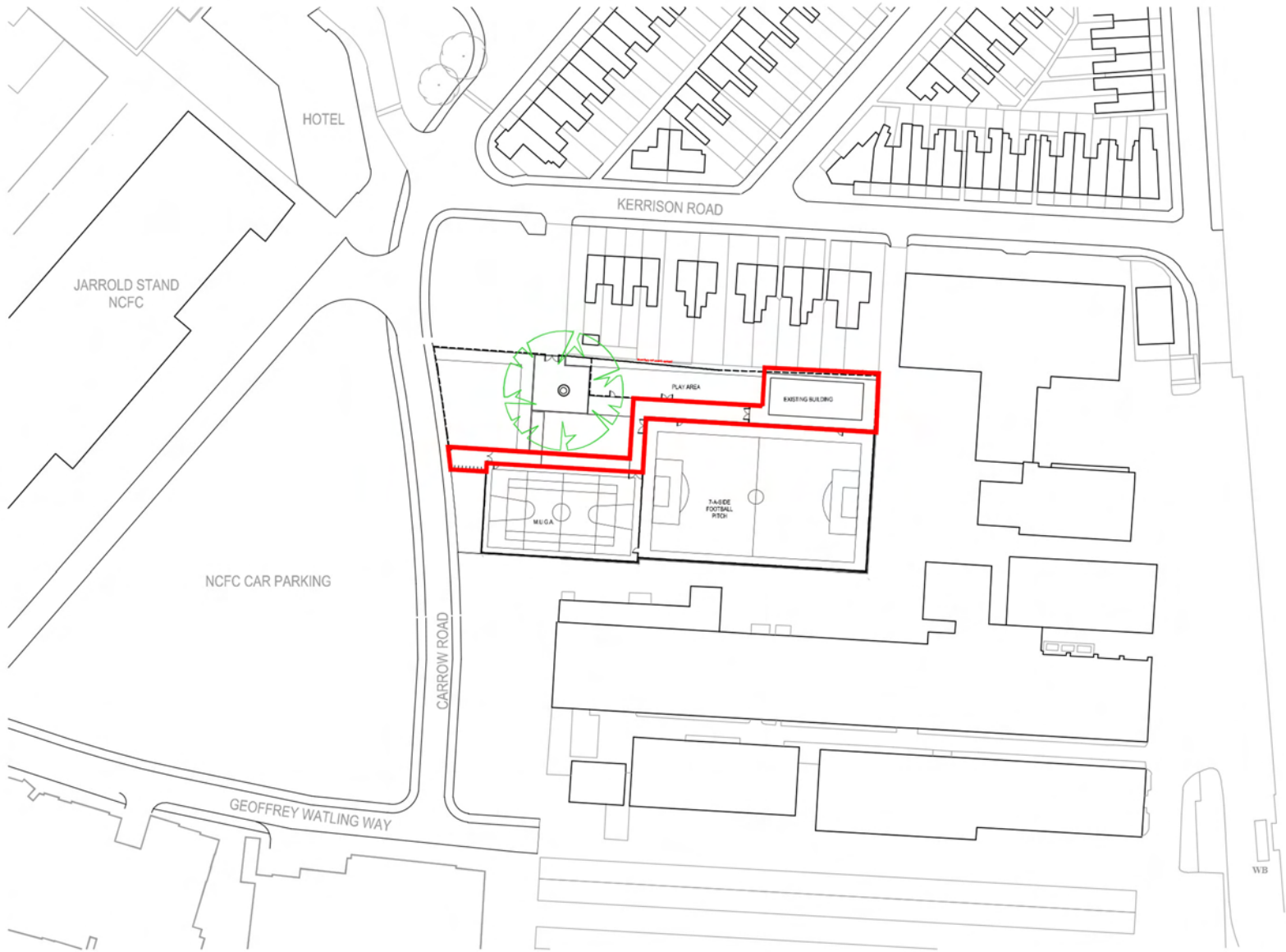
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NORWICH
City Council

PLANNING SERVICES





REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
Revisions				



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PLANNING

Norwich City (CSF)

CLIENT

**Building Extension
Carrow Park
Norwich**

PROJECT

**Existing Site
Location Plan**

DRAWING

4454

PROJECT NO.

050

DRAWING NO. REVISION

26/11/12

DATE

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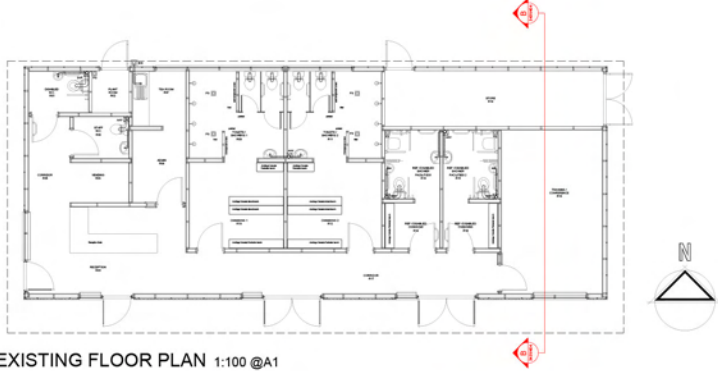
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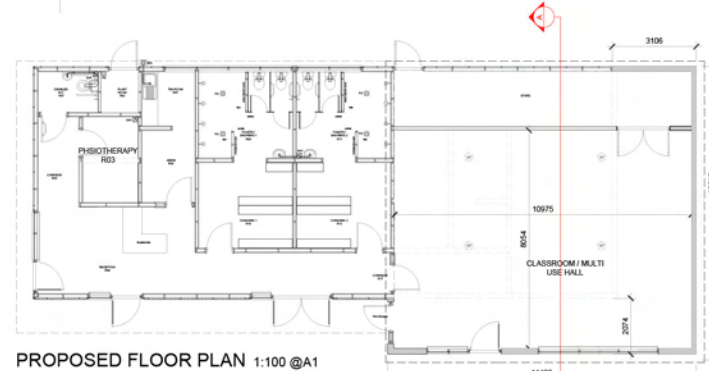
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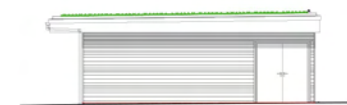
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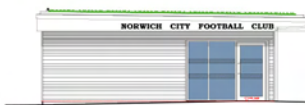
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PROPOSED NORTH ELEVATION 1:100 @A1



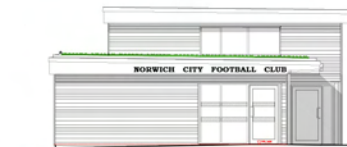
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EXISTING WEST ELEVATION 1:100 @A1



PROPOSED EAST ELEVATION 1:100 @A1



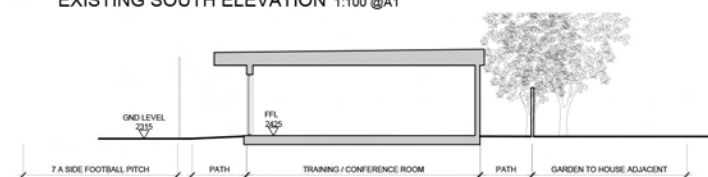
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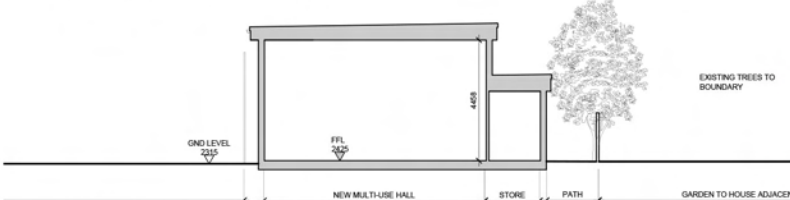
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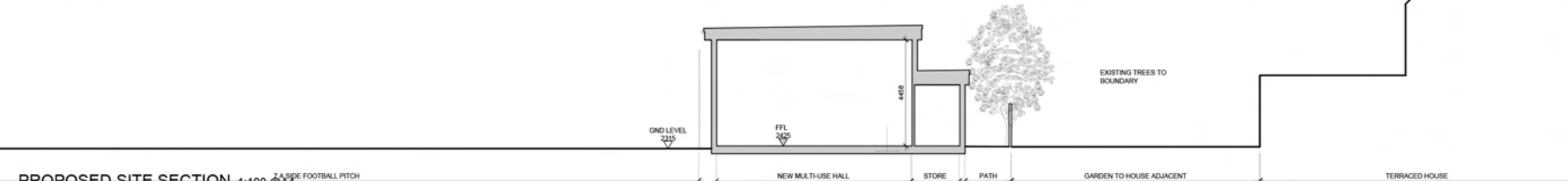
PROPOSED SOUTH ELEVATION 1:100 @A1



EXISTING BUILDING SECTION 1:100 @A1



PROPOSED BUILDING SECTION 1:100 @A1



PROPOSED SITE SECTION 1:100 @A1

REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
A	13/05/13	Higher section moved away from residential properties (locations amended)	MSC	

Revisions	DESCRIPTION	DRAWN	CHECKED BY
CF			

PLANNING

Norwich City (CSF)

Building Extension
Carrow Park
Norwich

Existing & Proposed Plans & Elevations

4454

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DATE: 26/11/12
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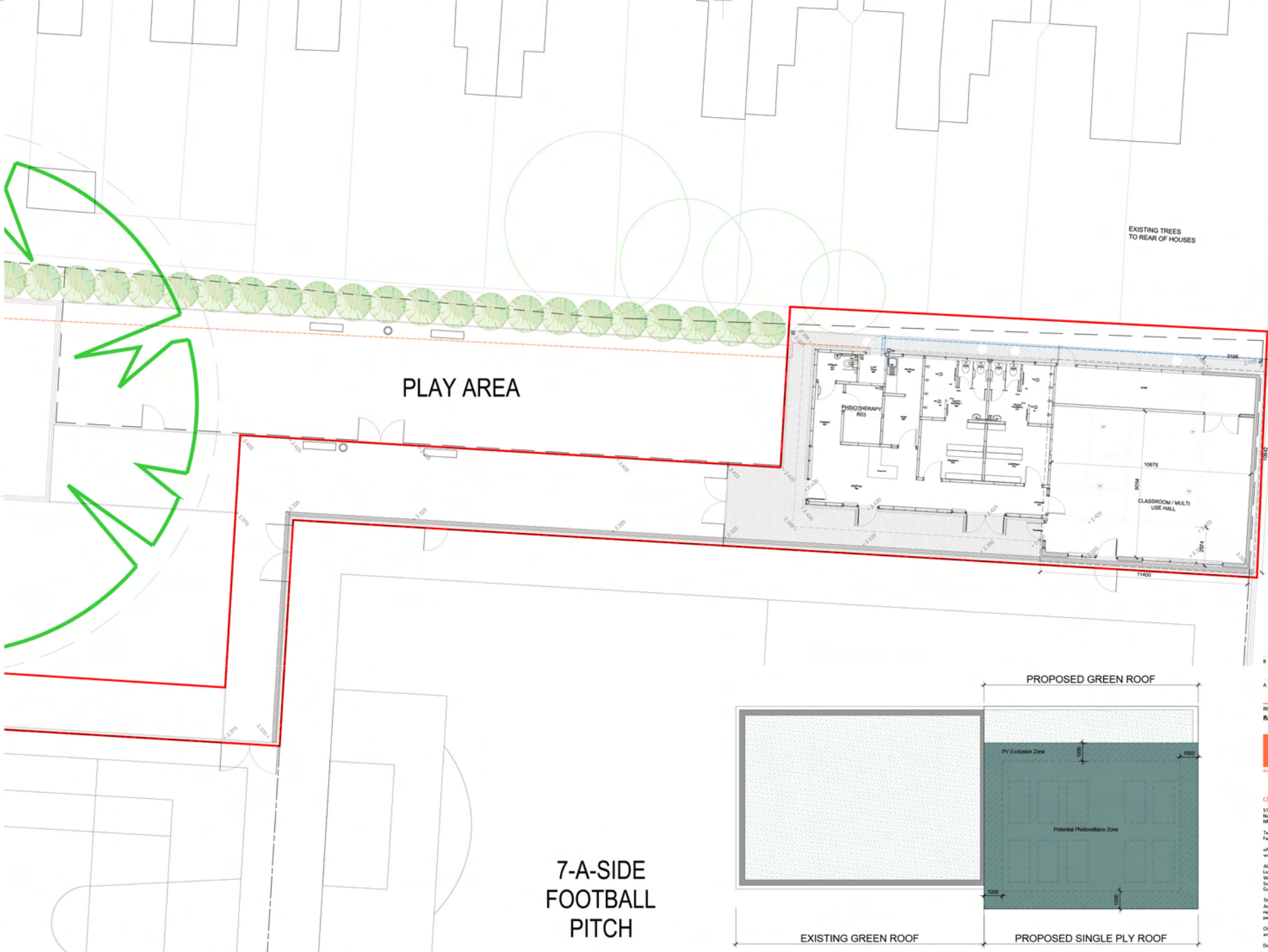
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REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
B	22/05/13	Potential future PV & PV exclusion zones indicated on roof plan	MSC	
A	14/05/13	Adjustments made to pull higher section away from residential properties	MSC	

CF

Architects Engineers Quantity Surveyors

PLANNING

Norwich City (CSF)

Building Extension
Carrow Park
Norwich

Proposed Site Plan & Roof Plan

4454

051 **B**

26/11/12 **1:100@A1**

JL **MSC**

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PROPOSED SITE PLAN 1:100@A1

PROPOSED ROOF PLAN 1:100@A1