

Report to Planning applications committee

Item

12 October 2017

Report of Head of planning services

Subject Application no 17/01242/F - Hewett School Cecil Road, Norwich, NR1 2PL

4(c)

Reason for referral Objection

Ward:	Lakenham
Case officer:	Kian Saedi - kiansaedi@norwich.gov.uk

Development proposal		
Demolition of existing sports hall and erection of replacement sports hall facility with reconfigured parking area and landscaping.		
Representations		
Object	Comment	Support
6	0	0

Main issues	Key considerations
1 Principle of development	Expansion/alteration of existing school, community access, impact on open space
2 Design, Biodiversity and Landscaping	Scale, appearance, landscaping, biodiversity enhancements
3 Amenity	Potential for disturbance from vehicle/visitor activity, visual amenity, light spillage, impact of overbearing, overshadowing, overlooking, noise disturbance, demolition/construction disturbance
4 Transport	Traffic generation, highway safety
Expiry date	1 November 2017
Recommendation	Approve



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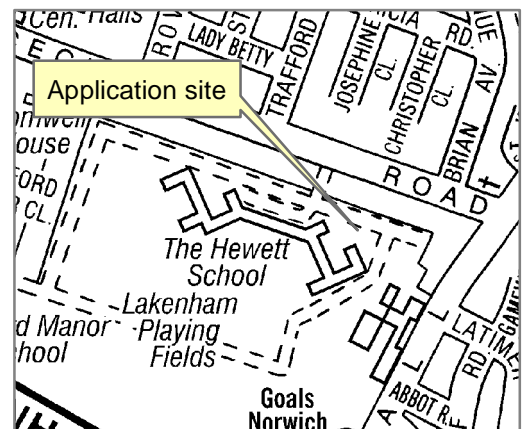
Planning Application No 17/01242/F
 Site Address Hewett Academy

Scale 1:1,250



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is located within the Hewett Academy Campus just within the outer ring road to the south of the city centre. The proposed area of development is located in the north-east area of the campus adjacent to the north boundary with properties fronting Cecil Road.
2. The proposed development site is characterised by a large area of hardstanding currently providing car parking and hard-standing amenity space. Part of the area is also occupied by the 'East Gym' sports hall, which is to be demolished as part of the proposals.

Constraints

3. There are no significant land constraints that affect the proposed development.

Relevant planning history

4. No planning history relevant to the current assessment.

The proposal

5. The application seeks consent for the demolition of the existing 'East Gym' building and construction of a new sports hall to be designed to accommodate Netball, Badminton and Basketball to achieve the PE curriculum standard, but also including provision for Cricket, Volleyball and Trampolining. The facility will also include girls and boys changing rooms, a PE store and entrance lobby.
6. The sports hall is primarily being built to accommodate pupils from Jane Austen College, but also pupils at other Inspiration Trust Schools including the Hewett Academy, Charles Darwin and Wherry School.

Summary information

Proposal	Key facts
Scale	
Total floorspace	1,185 sq.metres
No. of storeys	Single-storey
Max. dimensions	Maximum height of 10.4 metres stepping down to 5.3 metres at lower section. The footprint of the building is approximately 35 x 35 metres
Appearance	
Materials	It is proposed to clad the building with anthracite grey composite metal panels with facing blockwork forming a plinth around the building

Proposal	Key facts
Energy and resource efficiency measures	38 square metres solar PV array generating 10% of the scheme's energy
Operation	
Opening hours	Restricted to the following: Mon – Fri 07.30 to 21:00 Saturdays 08:00 to 16:00. No Sundays or Bank Holidays
Ancillary plant and equipment	Natural ventilation system for the main sports hall and mechanical ventilation for the changing and shower area
Transport matters	
Vehicular access	As existing. Primary access is provided from Hall Road
No of car parking spaces	39
No of cycle parking spaces	It is understood that an over-provision currently exists on site and that these would be made available for potential users of the sports hall. However, it is not expected that pupils or staff from Jane Austen College or Charles Darwin School would generally access the site by any means other than coach

Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Six letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Harm to visual amenity	Main Issue 2
Increasing the footfall and increasing car parking with what I assume is likely to be a facility open to the public 7 days per week, 52 weeks per year will significantly harm the amenity of neighbours.	Main Issue 1 and Main Issue 3
Noise disturbance resulting from increased traffic and people using the facility	Main Issue 3

Issues raised	Response
Over-dominant building/loss of daylight	Main Issue 2 and Main Issue 3
Overlooking/loss of privacy	Main Issue 3
Potential for noise and associated pollution from the ventilation/heating system	Main Issue 3
It would be helpful for landscaping to be added at the rear of Cecil Road to act as a buffer from noise and visually	Main Issue 2 and Main Issue 3
We would like reassurance that the use of the facility will remain for schools only and that the facility will not be made available to the wider public	Main Issue 1
Potential for light pollution to the surrounding area	Main Issue 3
Disturbances from demolition/construction	Main Issue 3
Increased traffic/detrimental impact upon highway safety	Main Issue 4
Where will access to the new facility be?	Primary vehicle access will be from Hall Road and pedestrian access will be taken from the east side of the building
Will there be a license to sell alcohol at the premises? Concern that this will happen	The application states that the sports hall will not be open to the wider public for private use and that a license to sell alcohol will not be obtained
Loss of trees	The proposal does not involve the removal of any trees
It is not clear what the wider development strategy for the site is?	Not material to the current assessment which is being assessed on its own merits
Potential disruption to the nursery, especially during peak times of pick up/drop off	<p>Any disruption from drop off/collection would not be significant</p> <p>A demolition/construction plan is required by condition and will need to take account of how associated activities may impact upon the nursery</p>

Consultation responses

8. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Anglian Water

9. No objections raised.

Environmental protection

10. No objections to the scheme but details of the mechanical ventilation are required by condition in the interests of safeguarding the residential amenities of the surrounding area.

Highways (local)

11. "No objection on highway grounds. The proposed car park layout is acceptable, the tracking analysis demonstrates that a coach can enter and exit the site in a forward gear."

Landscape

12. No objections raised.

Tree protection officer

13. "The landscape plans show trees planted in the car park area, good tree pit design allowing adequate rooting volume should be provided to ensure any trees planted will establish successfully."

Assessment of planning considerations

Relevant development plan policies

14. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
15. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM5 Planning effectively for flood resilience

- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- DM11 Protecting against environmental hazards
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM33 Planning obligations and development viability

Other material considerations

16. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF4 Promoting sustainable transport
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment
- NPPF13 Facilitating the sustainable use of minerals

17. Supplementary Planning Documents (SPD)

- Landscape and Trees (June 2016)

Case Assessment

18. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

19. Key policies and NPPF paragraphs – DM8 and DM22, JCS7, NPPF paragraphs 72 and 74.
20. The proposals involve the demolition of the existing ‘East Gym’ building and construction of a new four-court sports hall. The facility will be built to Sport England standards and will assist in delivering the PE curriculum to several Inspiration Trust academy schools including the Hewett Academy, Wherry School, Jane Austen College and Charles Darwin School. In this respect the proposals accord with paragraph 72 of the NPPF which gives great weight to the need to expand and alter schools. Furthermore, the proposed development is to be constructed on an

existing area of hardstanding and will not therefore result in the loss of any sports field land.

21. The application states that the sports facility will only be available for use by the schools listed above and not for wider public use. Opening up public access to the facility would carry significant social and health benefits to the wider community and such an arrangement was encouraged with the applicant. However, whilst DM22 lends particular support to proposals that provide for shared use of facilities by the wider community, there is no policy requirement to do so in this instance. Whilst the lack of community access is therefore somewhat regrettable, it is not a reason weighing against the acceptability of the proposal. Furthermore, there is clear concern amongst some members of the local community with respect of the potential amenity implications associated with such an arrangement. The amenity impacts of the proposal are discussed below under Main Issue 3. Whilst community access is not a feature of the current proposals, should a community user agreement be put in place by the school in the future, it is something that planning policy would support provided adequate management procedures/opening hour restrictions were adhered to.

Main issue 2: Design, biodiversity and landscaping

22. Key policies and NPPF paragraphs – JCS1, JCS2, DM3, DM6, NPPF paragraphs 9, 17, 56, 60-66 and 118.
23. The materials and dimensions relevant to the construction of the building are outlined under the ‘summary information’ table further above. The building is simple in its form and the size is largely dictated by the need to satisfy Sport England standards for a four-court sports hall. Consequently, the main sports hall will reach a height of 10.4 metres to accommodate the sports that are to take place inside. The front section of the building reaches a height of 5.3 metres and will accommodate changing/shower rooms, reception areas, store rooms, lockers and toilets.
24. The application site is not visible from the public highway but due to the scale and footprint of the development, the sports hall will be visible from the rear of properties along Cecil Road. The closest distance between the proposed building and rear garden boundary of the nearest neighbour is 17 metres. The separating distance and stepped nature of the building (with greater height located further back) mean that there will not be any significant overbearing impact upon neighbouring properties and the proposed sports hall is not considered to be over-dominant in scale. Furthermore, Cecil Road properties benefit from long rear gardens (~38 metres) and boundary treatments/mature hedging already exist across the rear boundary of many of the neighbouring properties. It is proposed to introduce additional landscaping across the northern boundary of the site and within the site in order to soften the appearance of the building and provide even greater visual separation between neighbouring properties. It is considered that through a combination of the building’s design, the distance between neighbouring properties and both existing and additional landscaping, the proposal will not result in any significant harm to the visual amenities of the surrounding area.
25. Final landscape details will be conditioned to ensure satisfactory details. Scope also exists to introduce planting on the adjacent green space to the north-west of the site, which will provide additional screening from the surrounding area. The

applicant has verbally expressed their willingness to introduce planting in this area as part of the final landscaping scheme. The introduction of planting will help to deliver biodiversity enhancements at the site.

Main issue 3: Amenity

26. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
27. Concern has been raised amongst contributors with respect of the potential amenity impacts associated with the intensification of the site. The application states that the sports hall will not be open for hire to the wider public and that only students attending the aforementioned Inspiration Trust schools will have use of the facility. Use of the sports hall will therefore primarily occur during school hours but will also potentially include some evening and weekend use. It is anticipated that use of the sports hall will typically generate four return coach trips to the site transporting students from the associated schools. The number of car parking spaces at the site will be reduced from 51 (existing) to 39 (proposed). The proposed facility is not therefore likely to give rise to high frequency/flows of people visiting the site and most visits will be consolidated via group coach travel. This arrangement is acceptable and the potential for disturbances resulting from vehicle/visitor activity is not considered to be significant.
28. A good level of screening is currently provided from existing hedges/fencing along the rear boundary of neighbouring properties on Cecil Road. The application proposes additional planting along the northern boundary of the site and it is recognised that scope exists for further planting in an area of green space to the north-west of the application site. Final landscaping details will be conditioned and will ensure adequate separation between neighbouring properties. The introduction of additional landscaping at the site will assist in mitigating any light spillage from vehicle headlights and will also deliver benefits in terms of buffering any noise that may result from the comings and goings at the site.
29. Details of all proposed external lighting will be secured by condition. This will enable the local planning authority to control the location, direction and illumination of external lights in order to minimise the potential for light spillage onto neighbouring properties. Furthermore, the application states that external lighting would be switched off when the building is not in use.
30. The existing building to be demolished reaches a height of 7.6 metres. The proposed sports hall is greater in scale, reaching a height of 10.3 metres at the back and 5.3 metres at the front. The footprint of the development is larger than existing and development at the site will consequently be pushed closer to the boundary with neighbouring properties on Cecil Road. Such is the stepped nature of the development, the existing/proposed landscape features and the distance between neighbouring boundaries, that the proposed building will not be unduly over-dominant when experienced from the surrounding area. The application includes a sunlight study which demonstrates that the rear gardens of neighbouring properties will not be significantly affected by the proposal in terms of the amount of direct sunlight reaching rear gardens.
31. Windows will be installed on the east and south elevations of the building, but only at ground floor level. There will be no significant opportunity for overlooking to the surrounding area.

32. A natural ventilation system will be installed to the main sports hall, but ventilation from the shower/changing rooms will be via a mechanical system. In order to prevent potential disturbances to the surrounding area, it will be necessary to submit details to the local planning authority for approval prior to installation and prior to operation of the premises. This matter will be secured by condition.
33. The construction process is anticipated to be relatively straightforward and the development is expected to be delivered in July 2018. A demolition/construction plan will be required by condition in the interests of safeguarding highway safety and the amenities of the surrounding area.
34. The proposed opening hours are set out under the 'summary information' of this report. It is considered appropriate to condition compliance with these opening hours as an additional safeguard for protecting the residential amenities of the surrounding area.

Main issue 4: Transport

35. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
36. Several objections have been raised against the traffic/highways impacts that may arise should the proposed sports facility be open to the wider public and operating on a 24/7. Access to the sports hall is said to be limited to Inspiration Trust affiliated schools and access to the wider public is not proposed. It is anticipated that on a typical school day, approximately four return trips will be made to the site by bus. Otherwise, a greater number of vehicle journeys may occur during school sporting competitions/events.
37. The existing vehicular access from Hall Road is considered adequate to serve the proposed facility and a tracking diagram is included within the transport statement demonstrating that vehicles are able to enter and leave the site in a forward gear.
38. Given the above, the proposals do not raise any significant implications in terms of highway safety and the council's transport officer has not raised any objections to the proposal.

Compliance with other relevant development plan policies

39. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes. Existing site provision provides adequate cycle parking facilities
Car parking provision	DM31	Yes

Requirement	Relevant policy	Compliance
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Surface water to be stored and attenuated on site via an underground rainwater attenuation tank. Otherwise the proposals will result in a net improvement to the infiltration rate at the site
Trees	DM7	The development will not result in the loss of any trees

Equalities and diversity issues

40. There are no significant equality or diversity issues. Level access will be provided throughout the building to accommodate disabled users.

Local finance considerations

41. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
42. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
43. In this case local finance considerations are not considered to be material to the case.

Conclusion

44. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 17/01242/F - Hewett School, Cecil Road, Norwich, NR1 2PL and grant planning permission subject to the following conditions:

1. Standard time limit;
2. Development to be carried out in accordance with plans;
3. External materials (including samples where necessary) to be submitted to the local planning authority for approval;
4. Construction/demolition plan;

5. Landscaping including details of new planting and additional screening along the north boundary of the application site;
6. Details of all external lighting including location and position within the site, height and levels of illumination proposed.
7. Opening hours restricted to the following:
Mon – Fri 07.30 to 21:00
Saturdays 08:00 to 16:00.
No opening on Sundays or Bank Holidays
8. Compliance with the recommendations set out within the preliminary ecological assessment attached as Appendix 3 to the planning statement
9. Details of mechanical ventilation;
10. Energy scheme demonstrating that at least 10% of the scheme's energy will be generated from renewable energy sources;
11. Water efficiency.

Informatives:

1. The developer is advised that any asbestos encountered on the site, either as part of the existing buildings or as fill material, should be handled and disposed of as per current Government guidelines and regulations.
2. An application to discharge trade effluent must be made to Anglian Water and must have been obtained before any discharge of trade effluent can be made to the public sewer. Anglian Water recommends that petrol / oil interceptors be fitted in all car parking/washing/repair facilities. Failure to enforce the effective use of such facilities could result in pollution of the local watercourse and may constitute an offence. Anglian Water also recommends the installation of a properly maintained fat traps on all catering establishments. Failure to do so may result in this and other properties suffering blocked drains, sewage flooding and consequential environmental and amenity impact and may also constitute an offence under section 111 of the Water Industry Act 1991.”
3. You are advised that the council expects the following measures to be taken during any building operations to control noise, pollution and parking:
 - (a) Work that is audible beyond the site boundary shall only be carried out between 7.30am and 5.30pm Monday to Friday, between 7.30am and 1.00pm Saturday and not at all on Sundays or Bank Holidays.
 - (b) The quietest available items of plant and machinery shall be used on site. Where equipment such as generators are necessary, they should be enclosed to reduce noise levels, if applicable.
 - (c) Deliveries shall only be received within the hours detailed in (a) above.
 - (d) Adequate steps shall be taken to prevent dust-causing nuisance beyond the site boundary. Such steps include the use of hoses to damp down stockpiles of materials, which are likely to generate airborne dust, to damp down during stone/slab cutting; and the use of bowsers and wheel washes;
 - (e) There shall be no burning on site;
 - (f) Only minimal security lighting shall be used outside the hours stated above; and

(g) Building materials and machinery shall not be stored on the highway and contractors' vehicles shall be parked with care so as to not cause an obstruction or block visibility on the highway.

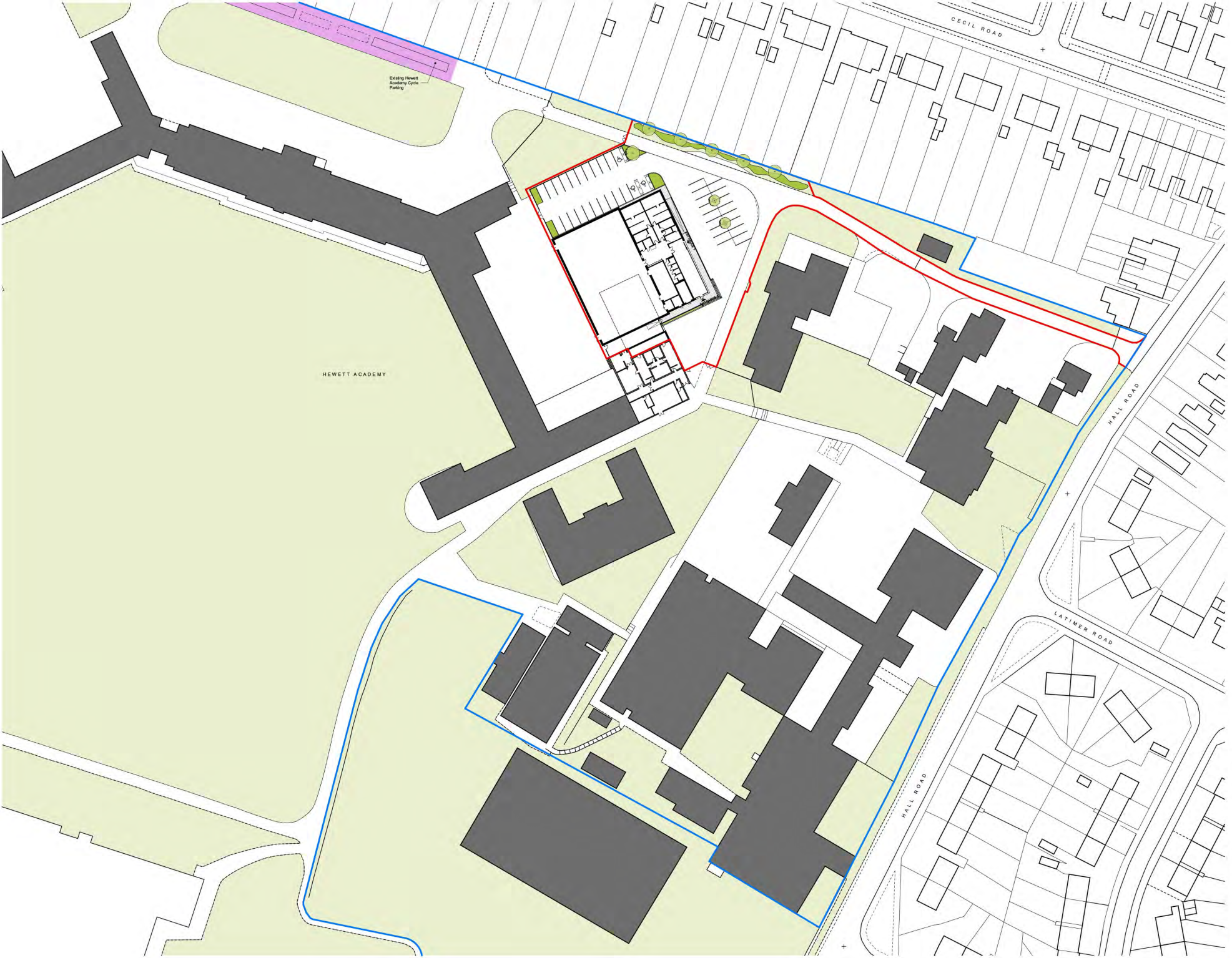
Any divergence from these recommendations should be referred to the council's environmental protection team (or highways team for matters which may affect highway safety) for approval.

The council also recommends membership of a scheme, such as the Considerate Constructors Scheme.

Article 35(2)(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 for the reasons outlined in the officer report.

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A MC 06.09.17 Proposed new trees / indicated to the north-east boundary

ISSUED FOR PLANNING - 27.07.2017

Rev	Date	Revision
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Client
Kier Construction

Project
Jane Austen College Sports Hall

Title
Planning - Site
Proposed Site Plan

Scale @ A1
1:500

Date
July 2017

Drawn
DO

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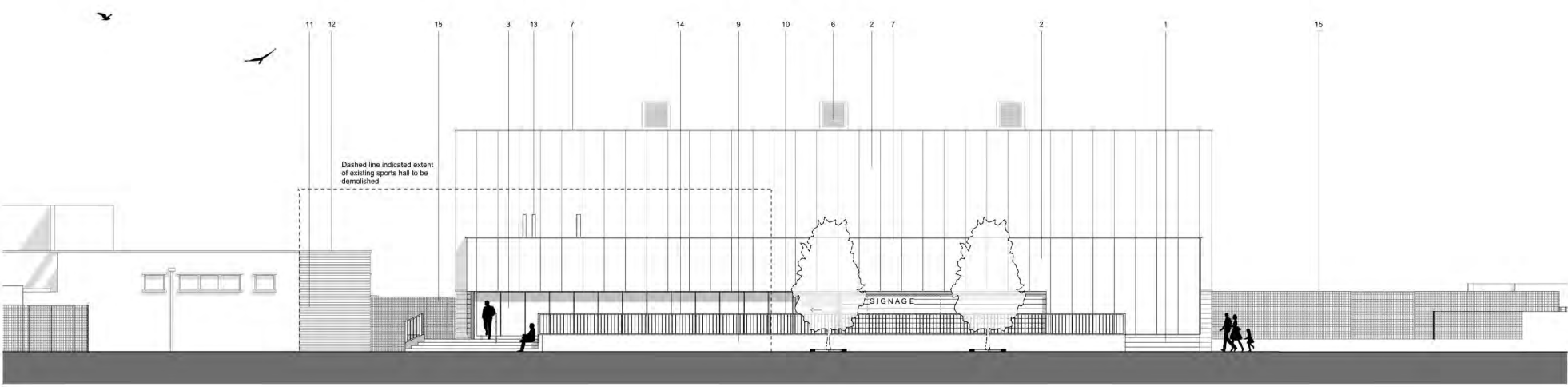


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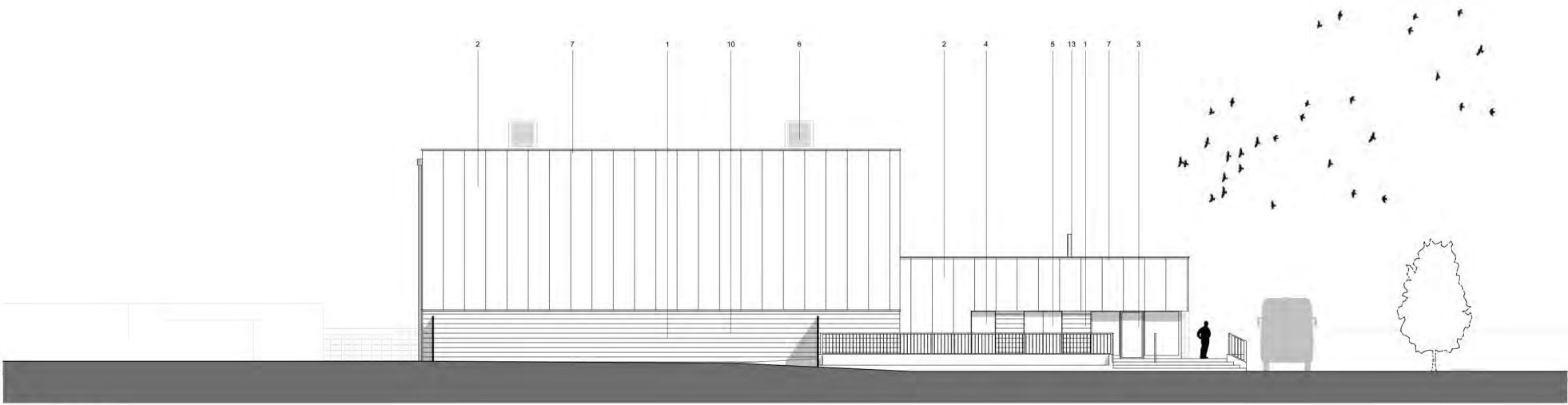
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ARCHITECTS

Client: Kapt Construction
Project: Jane Austen College Sports Hall
Title: Proposed Plans
Ground Floor Plan
Scale: 1:100
Date: July 2017
Drawn: DO
17104-LSI-61-ZZ-DR-A-200



East Elevation

- KEY:**
1. Facing grade blockwork (stretcher bond)
 2. Metal cladding panels (vertical modules, secret fix corner detail)
 3. Polyester powder coated metal glazing system with glazed doors to entrance
 4. Polyester powder coated doors
 5. Polyester powder coated louvred steel door (Plant Room)
 6. Polyester powder coated louvred natural ventilation cowls
 7. Parapet capping to match cladding
 8. Polyester powder coated aluminium rainwater hopper and downpipe
 9. Pre-cast concrete retaining wall
 10. Metal balustrading
 11. New facing brickwork to match existing
 12. Concrete parapet capping to match existing
 13. Flues from Plant Room
 14. Metal balustrading and handrails
 15. Coloured weld mesh fencing to match existing fencing on site.



South Elevation

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Rev	Date	Revision

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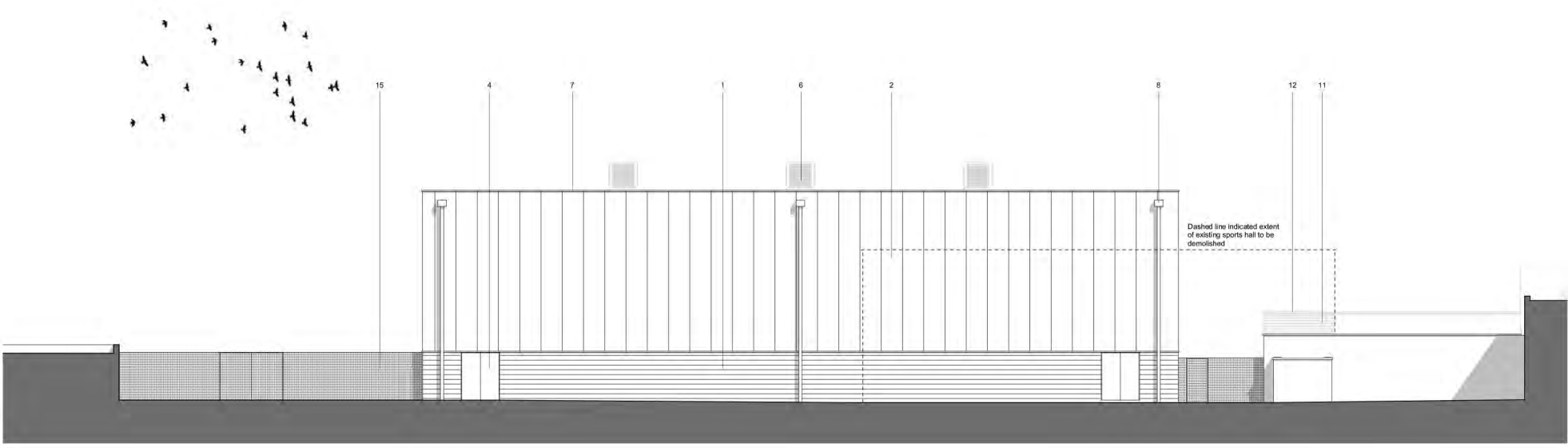
Client
 Kier Construction

Project
 Jane Austen College Sports Hall

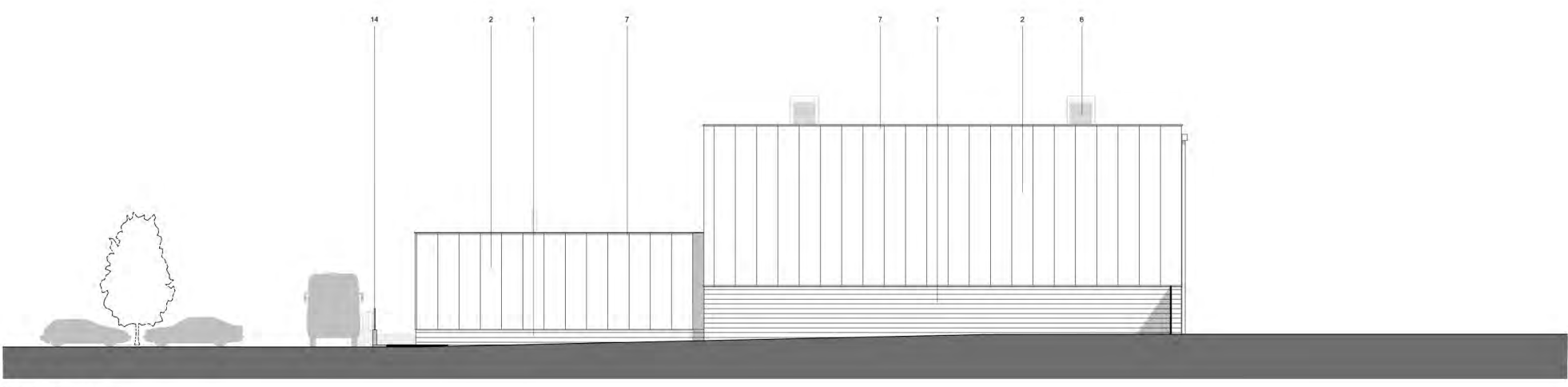
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Scale	Q.A1	Date	Drawn
1:100		July 2017	DO

17104-LSI-01-22-DR-A-205



West Elevation



North Elevation

- KEY:**
1. Facing grade blockwork (stretcher bond)
 2. Metal cladding panels (vertical modules, secret fix corner detail)
 3. Polyester powder coated metal glazing system with glazed doors to entrance
 4. Polyester powder coated doors
 5. Polyester powder coated louvered steel door (Plant Room)
 6. Polyester powder coated louvered natural ventilation cowls
 7. Parapet capping to match cladding
 8. Polyester powder coated aluminium rainwater hopper and downpipe
 9. Pre-cast concrete retaining wall
 10. Metal balustrading
 11. New facing brickwork to match existing
 12. Concrete parapet capping to match existing
 13. Flues from Plant Room
 14. Metal balustrading and handrails
 15. Coloured weld mesh fencing to match existing fencing on site.

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Rev	Date	Revision
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Title
 Proposed Elevations
 GA Elevations 2

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