

Report for Resolution

Report to Planning Applications Committee
Date 29 July 2010
Report of Head of Planning Services
Subject 10/01119/F Land North Side Of Buck Courtney Crescent
Norwich

Item
5(1)

SUMMARY

Description:	Erection of business aviation centre and associated car parking.	
Reason for consideration at Committee:	Major Development	
Recommendation:	Approve	
Ward:	Catton Grove	
Contact Officer:	Ms Anne Napier	Planning Development Team Leader 01603 212502
Valid date:	5th June 2010	
Applicant:	Mr Colin Hancy, SaxonAir Charter Ltd	
Agent:	Mr Ray Houghton, Bidwells	

INTRODUCTION

The Site

Location and Context

1. The site is located within the operational boundary of the airport, to the south-west of the airfield and adjoins the existing airport long-stay car park to the east and is separated from the County Council's Airport Park and Ride site to the south by Buck Courtney Crescent, which joins the main access into the airport at Amsterdam Way. To the north of the site are general aviation hangars located on the western apron and accessed off Gambling Close. The main terminal and short stay car park are located to the south east of the application site.
2. The application site is on land which has not been previously developed as part of the airfield but did form part of land identified for development during the 1993 Local Plan Inquiry. Since that time, it has been retained as operational land by Norwich Airport and the current proposal, whilst not submitted by the Airport itself, is submitted with the support of the Airport and seeks to provide a facility to meet an identified need.

Constraints

3. Residential development exists beyond the park and ride site further to the west of the proposal, approximately 190m from the proposed business aviation centre. The application site, although largely open, is substantially screened from the residential properties on Holt Road by the landscaping which exists for the park and ride site. Those aspects of the development which would be visible would be seen in the context of the other airport related development currently existing within the airfield as a whole. Although airfield related activities tend to be associated with the potential for noise and disturbance, this application only seeks permission for the central part of a larger development. The two adjoining hangars are currently under construction and are able to be constructed without a specific permission in this instance, as a result of the airport's permitted development rights. However, the development of the central element of the proposal as proposed would facilitate the use of those hangars and the proposal should be seen in that context.

Planning History

Prior to 2010, there is no planning history relevant to the current proposal and relating specifically to the application site. It has formed part of the airfield since it commenced operations in 1939 and was confirmed to be within the operational land of the airport following the local plan inquiry in 1993. At around that time, a proposal was made for the development of land in the vicinity of the site for a business park, but this was not pursued following the development of the general aviation hangars at Gambling Close.

A consultation was received in February 2010 for the construction of two aviation hangars, an apron, swales and security fencing on land adjoining the application site. It is understood that one of the hangars would provide for the relocation of the current SaxonAir executive and private aircraft operations from the western apron, which operates with a fleet of five fixed wing aircraft. The other hangar is intended to be occupied by an existing helicopter operator, again relocating from the western apron.

Following a screening for EIA, it was confirmed that no EIA was required and the proposal was considered to be permitted development. A screening opinion request was received in March 2010 for the above development but with the addition of the business aviation centre, access and car park. A response was provided that no EIA was required for the proposal.

The Proposal

4. It is proposed to construct a purpose built Business Aviation Centre (BAC) to accommodate existing passenger handling and ancillary administrative facilities. The building itself would be a three-storey building between the two hangars currently under construction and would provide a dedicated access to the site off Buck Courtney Crescent. The ground floor of the building would primarily be used to process passengers for private aircraft and chartered helicopter services to off-shore platforms. It is not proposed that the facility will be open to the general public. The first and second floors of the building would be mainly office and support space, including training rooms, for some 63 members of staff, with SaxonAir using the first floor and Norwich Airport Limited the likely occupier of the second floor.
5. The building has a contemporary design approach and would be clad in a light grey cladding to match the adjoining hangars with predominantly glazed walls to the north and south elevations. It would be 0.8m higher than the hangars at 11.8m. However, the indented footprint and predominance of glazing will reduce the visual bulk and massing of

the structure. The proposal has been scored as 'good' under the BREEAM rating.

6. Details about the proposed passenger handling aspects of the building are included within the submitted Planning Statement, for both VIP and offshore passengers. These provide details of the proposed arrangements for health and safety briefings as well as matters such as customs and passport control.
7. In addition to these aspects of the proposals, the application also includes a proposed vehicular access to the site, with some 48 on site car parking spaces for staff, 8 for VIP parking, with an additional 4 spaces for people with disabilities, 5 spaces for motorbikes and 52 cycle spaces. In addition to this there is a set-down and pick-up facility proposed immediately adjacent to the main pedestrian entrance to the building. The proposal also includes provision for additional dedicated car parking within the adjacent long-stay airport car park for off-shore passengers, which would be pre-paid as part of the leasing arrangement for the facility, meaning that the individual passengers would not be required to meet these costs. The proposal also includes provision for pedestrian access to the site from the both the long-stay car park and the park and ride site.
8. The scheme proposes to largely relocate facilities that are currently operating from the general aviation hangars on the western apron and to consolidate office space for Norwich Airport. SaxonAir and the helicopter operator's office space is currently provided in demountable units that would be removed following the provision proposed. The consolidation of office space for Norwich Airport would also be unlikely to result in a significant net gain in office space, as the majority of the existing space concerned is currently within a building operated by Air Livery. The office space within the building is currently too small for the needs of that company and the relocation of the Norwich Airport office staff would enable the reconfiguration of the remaining space to improve provide improved work stations. Other space is airside, located within the former ATC tower or within the terminal building and therefore unsuitable to be filled by a non-airport related user.
9. In terms of the new hangars being constructed under permitted development rights, their provision would result in two hangars on the western apron becoming vacant. Due to their size and design it is considered likely that these would be re-occupied by light or small aircraft. There is a current need for this type of provision within the airport as most of these aircraft are currently parked in the open on grass with no weather protection.
10. In terms of ground transport impact, the applicants indicate that the proposals are considered, for the above reasons, unlikely to result in any increase in operations above and beyond those already taking place on the airport, rather that the proposal is designed to improve the efficiency of the existing businesses. As the level of operations is not proposed to change, there is considered unlikely to be any impact on the local highway or transport infrastructure in the vicinity of the site.
11. In relation to drainage, the proposal includes provision for sustainable urban drainage systems that for the whole development, (i.e. including the hangars, apron and parking) which have been designed for a 1:100 year rainfall event with appropriate 20% allowance for climate change in accordance with PPS25. The surface water run-off will be retained on site by the use of swales to the south side of the BAC and attenuated to suit the ground filtration characteristics. In addition, pollution prevention measures, including petrol interceptors, are proposed.

Representations Received

12. Advertised on site and in the press. No letters of representation have been received to date.

Consultation Responses

13. Prior to the submission of the application, the applicants carried out pre-application community consultation. The proposal was the subject of a number of discussions at meetings of the **Airport Consultative Committee** and a more detailed presentation was given at its most recent meeting on 17 May.
14. **Transportation** – no objections to the proposal on transport grounds. The development largely replaces existing unsatisfactory facilities and as a consequence the impact beyond the airport is likely to be minimal. Car parking levels are within acceptable limits and adequate cycle parking would be provided. Understand that the applicants are proposing to develop a Travel Plan for the site. It is disappointing that there is not already a Travel Plan for the airport that SaxonAir could link into, but it is hoped that the proposed Travel Plan could act as a catalyst for an airport-wide travel plan, which would be of significant benefit.
15. **Norwich Airport Joint Advisory Committee** – following a presentation and discussion at the meeting held on 28 June 2010, the committee resolved to note the report.
16. **Counter Terrorism Security Advisor, Norfolk Constabulary** – During the early planning phase of this development, liaison with the developers took place and advice was given on certain security aspects. This advice (which was not mandatory) was accepted and amendments were made to the design which improved security.
17. **Norfolk County Council as Strategic Highway Authority** – No apparent significant impact on the strategic highway network. However, it is considered that the site should have a travel plan to promote sustainable transport and requests travel plan conditions for interim and full travel plans to be applied to any permission granted.
18. **Spixworth PC** – supports the application
19. **Environmental Protection Officer** – the proposal appears to be largely a relocation of some existing employees and facilities into one location. The majority of the existing accommodation in demountable buildings is to be removed and so the net effect would be negligible.
20. **Safeguarding Co-ordinator, Norwich Airport** – no safeguarding objections to the proposal
21. **Hellesdon PC** – no concerns expressed
22. **Old Catton, Horsford, Horsham St Faith Parish Councils and Broadland DC** – no reply received to date. Any comments made will be reported verbally to the meeting.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 Sustainable development and climate change
PPS4 Economic growth
PPG 13 Transport
PPS23 Pollution Control
PPG24 Noise
PPS25 Flood risk

Relevant Structure Plan Policies

Norfolk County Structure Plan 1999

T.2 Transport – New Development
T.17 Transport – General Aviation

Relevant Local Plan Policies

City of Norwich Replacement Local Plan 2004

TRA1 Airport development
TRA2 Non operational uses within the airport operational area
TRA5 Sustainable design for vehicle movement
TRA6 Car parking standards (maxima)
TRA7 Cycle parking standards
TRA8 Servicing
TRA11 Contributions for transport improvements
TRA12 Travel Plans
EMP16 Sequential test for office development
EP8 Noise amelioration measures at Norwich Airport
EP16 Water conservation and sustainable drainage systems
EP18 Energy efficiency in development
EP22 Protection of residential amenity
HBE12 High standard of design
HBE19 Design for safety and security

Supplementary Planning Documents and Guidance

Transportation

Principle of Development

Policy Considerations

23. The proposal seeks to construct a purpose built business aviation facility to replace existing unsatisfactory facilities and to provide consolidated office accommodation for Norwich Airport staff. The proposals are clearly airport related and can be considered to be operational development required in order for the airport to be able to continue to function and operate as an airport. As such, the proposals are considered to meet the policy requirements of Structure Plan policy T.17 and Replacement Local Plan policies TRA1 and TRA2.
24. However, due to the location of the site within the airport operational boundary and the justification put forward for the development and the assessment of impact carried out, it is considered appropriate to recommend that any permission that is granted is subject to a condition limiting the use of the building to the uses proposed within the application and supporting documents.

Impact on Living Conditions

Noise and Disturbance

25. The proposal is most closely akin to an office building in terms of its likely impact. Although, the development of the proposal would also facilitate use of the two hangars adjoining the Business Aviation Centre, the hangar elements of the development have been designed so that they could operate without the central BAC if necessary.
26. In terms of the impact of the proposal, the BAC itself is considered unlikely to result in any increase in noise and disturbance to nearby residents. However, it is considered appropriate to limit the level of associated activity that can take place in connection with the BAC via conditions to restrict the hours of use of the building and limit the hours of operation of aircraft using the facility and the associated apron and taxiway.
27. In the interests of public amenity it is suggested that the hours of use restrictions and limitations on operations should mirror those imposed on the use of the main terminal in 2005. This would prevent the use of this building beyond those times previously considered appropriate for the handling of passengers or aircraft at the airport.

Design

Layout, form, height and scale

28. The building would be located between the two hangars currently under construction and would appear, visually, similar to a glazed link between these two buildings. The location of the development means that the context for the proposal is limited and the contemporary design, which has some resemblance to an Art Deco approach, is considered to work successfully.
29. The layout of the site of the access and parking arrangement follows advice provided by the Police and is designed to minimise the possibilities of crime on site. The location of the swales to the south of the building would also provide some benefit in this regard as well as providing an on-site surface water attenuation facility.
30. Due to very restrictive CAA requirements, it has not been possible to incorporate any significant landscaping within the scheme. This is due to a health and safety requirements to minimise the possibilities of bird strikes. The area to the site frontage, however, is proposed to be seeded with a grass mix approved by the CAA.
31. In addition to this, it should be remembered that the proposal will be viewed in the context of the existing development at the airport as a whole and the scale of the proposal is considered appropriate in that regard. Furthermore, the development will be softened when viewed from beyond the airport boundaries at Holt Road, by the existing landscaping on the park and ride site.
32. It is therefore considered that the design of the proposal is acceptable and would meet the requirements of saved policy HBE12 of the City of Norwich Replacement Local Plan 2004.

Transport and Access

Transport Statement

33. The transport statement submitted in support of the application indicates that the proposal is unlikely to lead to an increase in traffic generation compared to the existing. This assessment has been supported by both the County Highway Authority and this Council's Transportation section and, subject to a condition limiting the use of the BAC building to the uses specified within the application, the proposal is considered acceptable in terms of its traffic impact.

Car Parking

34. The level of car parking provision is considered appropriate for the number of staff proposed to be accommodated within the building and passengers proposed to use the facility. Subject to a condition requiring the provision of the parking facilities proposed, this

element of the scheme is considered acceptable.

Cycle Facilities and Pedestrian Links

35. The development proposes 52 cycle parking spaces to be provided on site. This is anticipated to be primarily of benefit to the staff based within the BAC but may also be used by some passengers.
36. In addition to this, an amendment to the originally submitted scheme details the creation of pedestrian links to the site from the adjoining long stay car park and park and ride site. This is considered to be an improvement to the proposal as first submitted and would significantly improve facilities for pedestrians gaining access to the site from both locations. It is therefore recommended that a condition be imposed to secure this provision prior to the first use of the BAC.

Travel Plan

37. This development is one which would benefit from a Travel Plan and it is therefore recommended that the conditions suggested by the County Highway Authority and this Council's Transportation section are imposed on any permission granted. Whilst it is disappointing that no wider travel plan exists for the site, this lack of a wider plan should not prejudice the implementation of a suitable plan for this part of the airport development.

Environmental Issues

Energy Efficiency and Renewable Energy

38. With the revocation of the East of England Plan, policy ENG1 which would have required the provision of 10% renewable energy for developments of this scale, no longer applies. In addition to this, the location of the site within the operational boundary also creates a number of constraints in terms of the type of provision that can be accommodated within the CAA requirements and the limitations of the building's design.
39. Notwithstanding these matters, the proposal is submitted with an energy efficiency statement which details how the design of the building has been developed as a low energy model.

Lighting

40. It is recommended that details of the external lighting proposed are subject to a condition imposed on any permission granted.

Trees and Landscaping

41. For the reasons outlined above, no significant landscaping is proposed as part of the proposal. However, as this is due to legitimate operational health and safety requirements and is likely to be mitigated to some extent by the existing landscaping adjoining the site, this aspect of the proposal is considered acceptable in this instance.

Planning Obligations

42. As the transport statement concluded that there would be no net increase in road traffic associated with the proposal, no transport contribution was proposed as part of the scheme. This assessment has been supported by both the County Highway Authority and this Council's Transportation section and consequently a planning obligation is not considered necessary in this instance.

Conclusions

43. The proposal would result in the improvement of existing facilities within the airport boundary that would support the continued operation of the airport in accordance with saved policies T.17 of the Norfolk Structure Plan 1999 and EMP16, TRA1 and TRA2 of the City of Norwich Replacement Local Plan 2004.
44. In addition, the proposal is considered unlikely to result in an increase in traffic generation associated with the use and, subject to conditions, would be unlikely to cause detriment to

the amenities of nearby residents either by the use of this building or through its associated aircraft activity. The proposal is therefore considered acceptable in relation to saved policies T.2 of the Norfolk Structure Plan 1999 and TRA11, EP8 and EP22 of the City of Norwich Replacement Local Plan 2004.

45. Furthermore, the design, layout, form and energy efficiency of the development is considered appropriate for its context and with regard to safety and security and, subject to conditions, would provide for acceptable means of access, parking and servicing and drainage for the site, in accordance with saved policies HBE12, HBE19, TRA5, TRA6, TRA7, TRA8, TRA12, EP18 and EP16 of the City of Norwich Replacement Local Plan 2004.

RECOMMENDATIONS

To approve Application No 10/01119/F at land to the north side of Buck Courtney Crescent and grant planning permission, subject to the following conditions:-

1. Standard time limit (3 years)
2. Development to be carried out in accordance with submitted details
3. Removal of existing demountable units within 6 months of first occupation of the development
4. Access and parking, including within long-stay car park and for cycles, to be provided and made available for use prior to first use of the building
5. Pedestrian routes from the long stay car park as shown on the submitted plans to be provided and made available for use prior to the first use of the building
6. Lighting and surfacing materials to be agreed
7. Hours of use of the building – no use of the BAC building between the hours of 0500 and 2330 and no aircraft to make use of the facilities or associated apron or taxiway to facilitate a take-off and landing between the hours of 2300 and 0600 hours except in a defined emergency, for police and air ambulance flights on emergency priority, for defined reasons of safety, for defined reasons due to a diversion, for the provision of defined essential services to off-shore gas and oil installations and for defined reasons of unavoidable delay
8. No use until details of the locations and arrangements for the engine testing facilities for all aircraft proposed to make use of the facility have been submitted to and agreed in writing with the local planning authority and any variations to be subject to further agreement
9. All aircraft arriving at the BAC to close down their APU as soon as possible after passengers have disembarked
10. No use of APU by departing aircraft prior to 45 minutes before departure
11. Full details of all aircraft movements between 2300 and 0600, including requests for movements that have been refused, and details of all engine testing carried out on the airfield by aircraft using the BAC, irrespective of the time it occurs, to be reported to the local planning authority on a frequency of no less than once per calendar month
12. Details of any plant and machinery proposed
13. Interim Travel Plan prior to development and Full Travel Plan within one year of first use of the building
14. No use of the building as a passenger terminal for use by members of the general public or in connection with a civil aviation use
15. Use of the building to be limited to use for passenger handling for executive private aviation or off-shore charter flights only or for administrative or support functions directly related to such uses or to the operation of the airport as a whole.
16. Surface water drainage details in accordance with the details as submitted

Informative:

1. Travel Plan generator available

2. Monitoring and review arrangements for travel plans

(Reasons for approval:

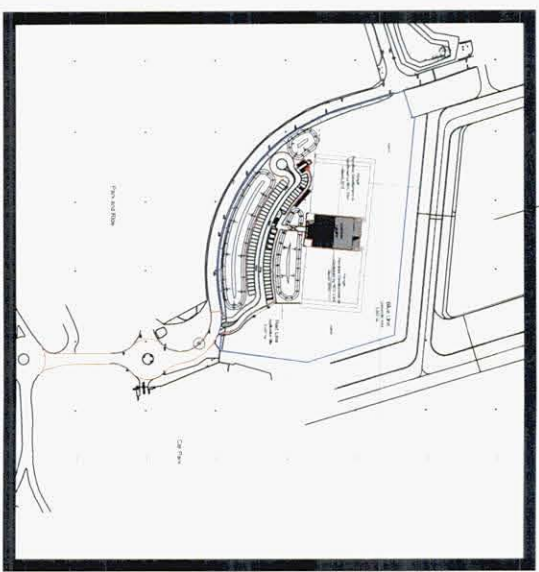
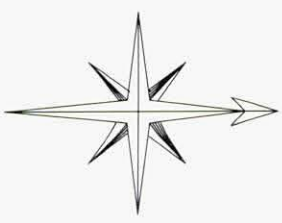
1. The proposal would result in the improvement of existing facilities within the airport boundary that would support the continued operation of the airport in accordance with saved policies T.17 of the Norfolk Structure Plan 1999 and EMP16, TRA1 and TRA2 of the City of Norwich Replacement Local Plan 2004.
2. In addition, the proposal is considered unlikely to result in an increase in traffic generation associated with the use and, subject to conditions, would be unlikely to cause detriment to the amenities of nearby residents either by the use of this building or through its associated aircraft activity. The proposal is therefore considered acceptable in relation to saved policies T.2 of the Norfolk Structure Plan 1999 and TRA11, EP8 and EP22 of the City of Norwich Replacement Local Plan 2004.
3. Furthermore, the design, layout, form and energy efficiency of the development is considered appropriate for its context and with regard to safety and security and, subject to conditions, would provide for acceptable means of access, parking and servicing and drainage for the site, in accordance with saved policies HBE12, HBE19, TRA5, TRA6, TRA7, TRA8, TRA12, EP18 and EP16 of the City of Norwich Replacement Local Plan 2004
4. For the above reasons and taking into account all other material considerations, the proposal is considered acceptable.)



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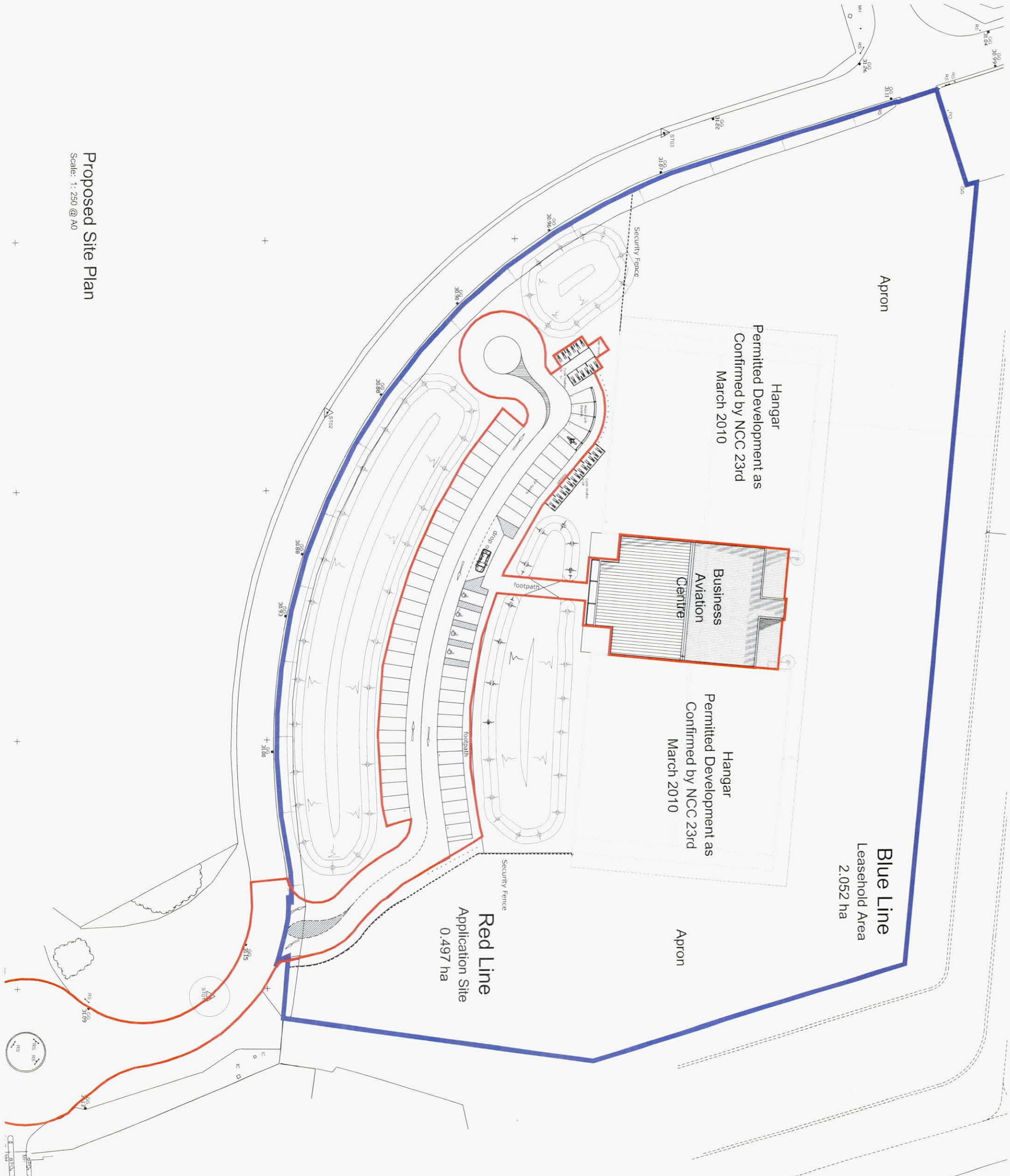
Key Plan
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Organisational Development
04 JUN 2010
Planning Application

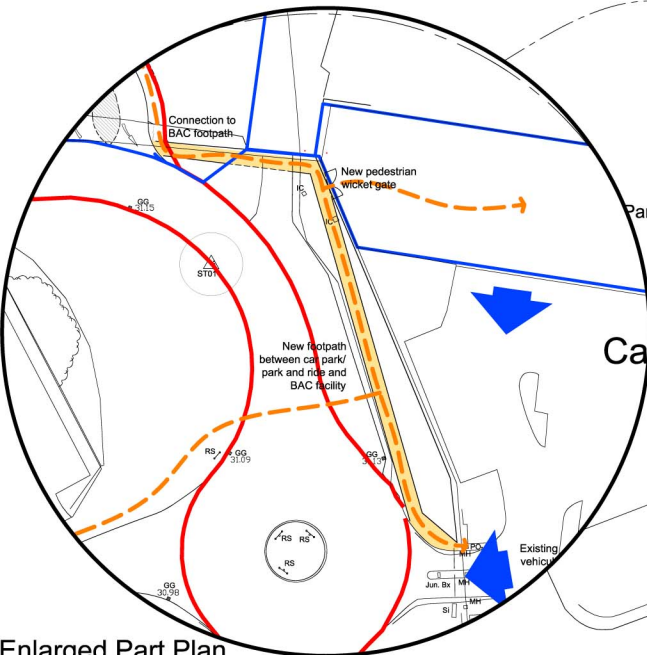
CDG
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PROPOSED BUSINESS AVIATION CENTRE
FOR NON-RAI INTERNATIONAL AIRPORT
PROPOSED SITE PLAN

Proposed Site Plan

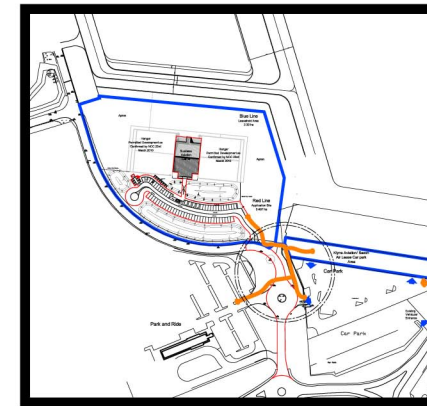
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Proposed Site Plan
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Enlarged Part Plan
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Key Plan
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