

23/01403/FUL

Applicant Rushcliffe Borough Council Property Services

Location Edwalton Community Centre Land Southwest Of Cornelia Grove
Edwalton Nottinghamshire

Proposal Construction of new single storey detached community centre, bin store, parking, access with gates and associated external works

Ward Edwalton

Full details of the application can be found [here](#)

THE SITE AND SURROUNDINGS

1. The application site relates to a broadly rectangular parcel of land located Phase 7 of the Sharphill Development off Rose way, adjacent to the approved community park, allotments and community orchards to the north of Sharphill Wood. The total site area measures 0.54 Ha.
2. Vehicular access to the site would come via the newly created road network to the north of the site and through phase 7 which has been laid out to accommodate the access.
3. A public footpath (West Bridgford FP28) is located to the south of the site.

DETAILS OF THE PROPOSAL

4. The proposal seeks planning permission for the erection of a community hall building in order to serve the Edwalton Sustainable Urban Extension. The building would measure 22.9m in length and 10m in width with a total gross internal floor area of 212m². The roof design would be dual pitched with a ridge height of 6m.
5. The submitted design and access statement sets out that the application comes forward in order to deliver a venue which can provide inclusive activities which support the educational, training, employment, cultural and recreational needs of the local community that is not met by the existing provision or planned provision on this wider development.
6. A PV Solar array would be positioned on the south facing roof pitch and a air source heat pump would be positioned within an enclosure on the southern elevation.
7. The external finish would be facing brickwork on the elevations slate tiles on the roof. The doors and windows would be grey aluminium with a powder coated finish.

8. Accommodation would include meeting room, kitchen, publicly accessible toilets for use by allotment and community park users, an open plan community room, and a small storage facility for the potential use by Friends of Sharphill Woods.
9. A parking area with 27 spaces and 6 disabled spaces would be created to serve the proposed community building and to be used in connection with the existing allotments. 5 cycle spaces would also be created.
10. In terms of hours of operation, the applicant has stated that the community building would operate seven days per week from 8am to 10pm Monday to Saturday and 8am to 8pm on Sundays.
11. The submitted application form confirms that 9 full time employment positions would be created through the proposed development.

SITE HISTORY

12. 21/01349/REM - Submission of reserved matters pursuant to outline permission 17/00941/OUT for the Community Park Scheme. Approved 30.03.2023.
13. 21/00502/REM - Submission of reserved matters pursuant to outline permission 17/00941/OUT for development of the phase 7 land. Approved 08.04.2022.

REPRESENTATIONS

Ward Councillor(s)

14. No comments received.

Statutory and Other Consultees

The Nottinghamshire County Council

15. Highway Authority – No objection raised. Recommend a condition in relation parking management.

The Rushcliffe Borough Council

16. Environmental Health - No objection raised. Recommends conditions be attached to any grant of permission in relation to the venue being managed via a booking system, hours of use to be in line with the submitted Design and Access Statement, doors and windows to be closed when amplified music is in use, further details of the air source heat pump to be submitted as well as a lighting assessment for the external lighting.
17. Environmental Sustainability Officer - I note an Ecological Appraisal and Badger Survey has been supplied, with surveys carried out in June 2019 and March 2022. These survey appears to have been carried out according to good practice, but are not in date and may not be relied upon. However, I note works have commenced on site following these surveys and the site now consists of recently disturbed soil and early succession ruderal habitats

developing. The appraisal confirmed badger protected or priority species present, these are a highly mobile species and are likely to take advantage of banks of soil. No other protected or priority species were identified as present and it is highly likely this will remain true. No nationally or locally designated sites are likely to be impacted by these works.

18. Recommendations for reasonable avoidance measures are made by the consultant ecologist (see pages 3-4 of the consultant ecologists Badger Survey report) and along with relevant measures recommended within the attached standing advice, should be implemented and a condition of any planning permission. Recommendations for enhancement measures are made by the consultant ecologist (see page 14 of the consultant ecologists Ecological Appraisal report, although tree and shrub species should follow the councils guidance online at including demonstrating biodiversity Net Gain. It is unlikely that this development will have a detrimental impact on populations of protected species provided reasonable avoidance measures are followed.
19. The following were also consulted but made no comments or raised no objection
 - Nottinghamshire Rights of Way team
 - Ramblers Association
 - Landscape Officer
 - Community Development.

Local Residents and the General Public

20. No written representations received.

PLANNING POLICY

21. The Development Plan for Rushcliffe consists of The Rushcliffe Local Plan Part 1: Core Strategy 2014 and The Rushcliffe Local Plan Part 2: Land and Planning Policies 2019. The overarching policies in the National Planning Policy Framework (the NPPF) are also relevant, particularly where the Development Plan is silent.

Relevant National Planning Policies and Guidance

22. The NPPF carries a presumption in favour of sustainable development. Paragraph 11 states that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. Paragraph 127 states that Local Planning Authorities should seek developments which are visually attractive as a result of good architecture and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
23. Paragraphs 91-93 of the NPPF set out the role of the planning system in facilitating social interaction and creating healthy, inclusive, communities and plan positively for the provision of, amongst other things, community facilities.

Policy 12 of the Core Strategy is consistent with this objective and states "The provision of new, extended or improved community facilities will be supported where they meet a local need, as too will the retention of existing community facilities where they remain viable and appropriate alternatives do not exist."

24. Guidance contained within the National Planning Policy Framework states that one of the key principles of sustainable development is to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs. It also goes on to state that by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.
25. The planning system also has an economic objective and section 6 of the NPPF relates to building a strong competitive economy. This emphasises that planning decisions should enable sustainable growth and expansion of all types of businesses in rural areas including through provision of well designed new buildings.

Relevant Local Planning Policies and Guidance

Policies in the Local Plan Part 1: Core Strategy can be found [here](#).

26. The following policies in the Rushcliffe Local Plan Part 1: Core Strategy are considered to be relevant to the determination of the application:

Policy 1 - Presumption in favour of Sustainable Development
Policy 2 - Climate Change
Policy 5 – Employment Provision and Economic Development
Policy 10 - Design and Enhancing Local Identify
Policy 12 - Local Services and Healthy Lifestyles
Policy 13 - Culture, Tourism and Sport
Policy 14 - Managing Travel Demand
Policy 17 – Biodiversity.

Policies in the Local Plan Part 2: Land and Planning Policies can be found [here](#).

27. The following policies in the Rushcliffe Local Plan Part 2: Land and Planning Policies are considered to be relevant to the determination of the application:

Policy 1 - Development Requirements
Policy 15 – Employment Development
Policy 30 - Protection of Community Facilities
Policy 31 - Sustainable Tourism and Leisure
Policy 38 - Non Designated Biodiversity Assets and the wider Ecological Network
Policy 39 - Health Impacts of Development.

28. Rushcliffe Borough Council – Corporate Strategy 2019 - 2023, Rushcliffe Sustainable Community Strategy 2009-2026 and Leisure Strategy (2017 – 2017) and local policy ‘Spatial Planning for the Health and Wellbeing of Nottinghamshire 2016 are of relevance. The Borough Councils Corporate

Strategy identifies the Council's four priorities including quality of life with a commitment to, inter alia, protecting our residents' health and facilitating healthier lifestyle choices and providing high quality community facilities which meet the needs of our residents and contribute towards the financial independence of the Council.

29. The Borough Council has an adopted Leisure Facilities Strategy (2017 – 2027). The vision of the Strategy is 'to provide high quality, financially sustainable leisure facilities to support Rushcliffe residents to enjoy healthy active lives'.
30. The Melton Road Development Framework SPD was adopted by the Borough Council on Tuesday 13 October 2015 and provides further guidance on Policy 20 (Strategic Allocation at Melton Road, Edwalton) of the Rushcliffe Local Plan Part 1: Core Strategy.

APPRAISAL – ASSESSMENT

31. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The Framework does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise.
32. The main issues in the consideration of the application are; the principle of development; impacts upon residential amenity, design/impact upon the character and appearance of the area, landscaping, impact on local ecology and highway safety.

Principle of Development:

33. Local and National Planning Policies and guidance promote the enabling of, and supporting healthy lifestyles and promoting social interaction, including the provision and improvement of community facilities. Planning should promote and facilitate opportunities for sport and physical activity, which is important for the health and well-being of communities. This should be balanced with the need to ensure that the amenity of existing residents is carefully considered and any undue detrimental impact mitigated if necessary.
34. Policy 12 (Local services and Healthy Lifestyles) the LPP1 states that the provision of new, extended or improved community facilities will be supported where they meet a local need.
35. Policy 12 goes on to advise that;

'New community facilities of an appropriate scale should:

a) be located within District, Local Centres or Centres of Neighbourhood Importance, wherever appropriate;

b) be in locations accessible by a range of sustainable transport modes suitable to the scale and function of the facility; and

c) where possible, be located alongside or shared with other local community facilities.'

36. The application site is not located within a designated District or Local Centre however the proposed community facility would serve the wider Edwalton sustainable urban extension.
37. It is acknowledged that the Rosecliffe Spencer Academy does provide some wider community facilities. However, the facilities at the school are limited by the opening times of the building and additional safeguarding measures.
38. The proposed community building would have longer opening times and be available for the wider local population, rather than just families with children that attend the school.
39. The site is positioned close to properties within the sustainable urban extension and therefore within easily walking and/or cycling distance for the properties it is intended to serve.
40. A storage facility for the Friends of Sharphill with an separate external roller door is shown on the submitted plans as well as accessible toilets with separate external doors for use by the allotment holders and park users.
41. Overall the proposed development is considered to meet with the criteria of Policy 12 through the provision of community facilities that would meet local need, and located in a sustainable location, close to the properties it is intended to serve. The proposed development would also be located alongside existing community facilities and provide a shred service.
42. In light of the above the principle of development is considered acceptable.

Residential Amenity:

43. Policy 1 of the Local Plan Part 2: Land and Planning policies sets out criteria that need to be considered for new development which include impact on highway safety, residential amenity by reason of the type and levels of activity on the site or traffic generated, noise pollution being minimised, and consideration of wildlife interests.
44. The submitted block plan shows the distances to neighbouring residential properties. With a significant level of separation to the closest residential dwellings, it is considered that the proposed building would not give rise to any material impact by virtue of overbearing, overshadowing or overlooking impact on residential amenity.
45. In terms of the potential noise impact, the comments from the Environmental Health officer are noted and the recommended conditions in relation to via a booking system, hours of use to, doors and windows to be closed when amplified music is in use, further details of the air source heat pump and a lighting assessment for the external lighting are all considered to be appropriate to attach to any grant of planning permission.

46. With such conditions in place, it is considered that the proposal would not result in any material impact on residential amenity

Design and Appearance:

47. Policy 1 of the Local Plan Part 2 requires the scale, density, height, massing, design, layout and materials of the proposal is sympathetic to the character and appearance of the neighbouring buildings and the surrounding area.
48. It is acknowledged that the application building would be located on the urban fringe and in close proximity to open areas as well as landscape features.
49. However, having also taken into account that the building would be set down behind the approved graded bank, as well as the design of the building which would have a pitched roof and relatively modest overall ridge height, it is considered that the proposed development would not be unduly prominent from any public vantage point.
50. Furthermore, the traditional facing brickwork external elevations and slate tile finish to the roof of the proposed building are considered to relate positively to the residential properties nearby, in which the development would be viewed against.

Landscaping:

51. The proposed building is shown in the same position as shown within the approved landscaping scheme under application 21/01349/REM for the Community Park Scheme which included the area of the application site.
52. While a condition requiring details of the soft landscaping to the site and boundary treatment is considered appropriate to attach to any grant of planning permission to ensure the visual impact of the proposed development would remain acceptable, overall the proposed development is not considered to result in any material impact on the character and appearance of the site or wider area and would be consistent with the previous approval for the landscaping of the wider site.

Ecology and Biodiversity:

53. Policy 17 of the Core Strategy envisages that biodiversity will be increased in the Borough during the plan period by, amongst other things, seeking to ensure new development provides biodiversity features and improves existing biodiversity features wherever appropriate. Policy 38 of the Local Plan Part 2: Land and Planning Policies states that outside of the Biodiversity Opportunity Areas developments should, where appropriate, seek to achieve net gains in biodiversity and improvements to the ecological network through the creation, protection and enhancement of habitats, and the incorporation of features that benefit biodiversity.
54. The submitted documents show details of how ecological enhancement measures, including bat boxes and bee bricks would be incorporated into the scheme.

55. An ecological report has also been submitted with the application and this has been considered by the Council's Environmental Sustainability Officer. Conditions are proposed to secure biodiversity enhancement on site to a level that is recommended.
56. With the recommended conditions in place to secure the biodiversity enhancements, it is considered that the proposed development would meet with the aims of Policy 17 of the Core Strategy.

Access and Parking:

57. In considering applications, Policy 1 (Development Requirements) of the Local Plan Part 2 requires that a suitable means of access can be provided to the development without detriment to the amenity of adjacent properties or highway safety and the provision of parking is in accordance with advice provided by the Highway Authority. For both the aspects of the application careful consideration has to be given to highway safety implications of the development. Access into the site is considered to be acceptable by the County Council as the Local Highway Authority.
58. The recommended condition in relation to parking management is considered to be reasonable and appropriate, given the range of uses that the car park would cater for which includes the community facility as proposed as well as the approved allotments which would also serve the wider development.
59. In light of the above, the proposed development is not considered to give rise to any material highway safety concerns.

Sustainability:

60. With regards to matters relating to general sustainability, the scheme has been designed to conform to good sustainability principles. Appropriate technologies are to be utilised to include a solar PV array to the roof, an air source heat pump and rain water harvesting for use in toilets.

Conclusions

61. In conclusion, the proposed development would enhance the facilities available locally and within the Borough and also provide community facilities in line with the Borough Council Leisure Strategy, providing health benefits in line with guidance within the NPPF and the Council's own local planning policies. The proposal also includes provision of employment facilities which brings an economic benefit. Any undue impact can be appropriately mitigated by the use of planning conditions.
62. The application was the subject of pre-application discussions and the scheme drawn up to be incorporated into the development of the community park enhancing the wider offer. The scheme is considered acceptable and no discussions or negotiations with the applicant or agent were considered necessary following early collaboration between the applicant, developer and the Council's planning service.

RECOMMENDATION

It is RECOMMENDED that planning permission be granted subject to the following condition(s)

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

[To comply with Section 91 of the Town and Country Planning Act 1990, as amended by the Planning & Compulsory Purchase Act 2004].

2. The development hereby permitted must be carried out strictly in accordance with the following approved plan(s)/drawings/documents:

- G_1208_01 – Site Location Plan – received 21st July 2023
- G_1208_02 – Block Plan – received 24th July 2023
- G/1208_03 - Proposed Floor Plan received 21st July 2023
- G/1208_04 – Proposed North Elevation received 21st July 2023
- G/1208_05 – Proposed South Elevation received 21st July 2023
- G/1208_06 – Proposed East Elevation received 21st July 2023
- G/1208_07 – Proposed West Elevation received 21st July 2023
- G/1208_08 Proposed Roof Plan received 21st July 2023
- G/1208_09 – Proposed Bin Store received 21st July 2023
- G/1208_10 – Landscaping Scheme received 21st July 2023
- G/1208_11 - Section Plan received 21st July 2023
- G/1208_12 Proposed underground drainage received 21st July 2023
- G/1208_14 Hardstanding Plan received 21st July 2023.

[For the avoidance of doubt having regard to Policy 10 of the Rushcliffe Local Plan Part 1: Core Strategy (2014) and Policy 1 of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]

3. Prior to the development hereby permitted being constructed above DPC, details of the proposed external finished materials, including walling, soffits and fascia's, rainwater goods, windows and roofing materials shall be submitted to and approved by the Local Planning Authority and only those materials shall be used in the construction of the development, unless otherwise agreed in writing by the Local Planning Authority.

[Reason: To ensure the appearance of the development is satisfactory having regard to policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014) and policy 1 of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019)].

4. The development hereby permitted must not be occupied or first brought into use until a written scheme the hard and soft landscaping of the site (including the location, number, size and species of any new trees/shrubs to be planted) has been submitted to and approved in writing by the Local Planning Authority.

Thereafter the scheme must be carried out and completed in accordance with the approved details no later than during the first planting season (October –

March) following either the substantial completion of the development hereby permitted or it being brought into use, whichever is sooner.

If, within a period of 5 years of from the date of planting, any tree or shrub planted as part of the approved scheme is removed, uprooted, destroyed, dies or become diseased or damaged then another tree or shrub of the same species and size as that originally planted must be planted in the same place during the next planting season following its removal.

Once provided all hard landscaping works shall thereafter be permanently retained throughout the lifetime of the development.

[Reason: To ensure the development creates a visually attractive environment and to safeguard against significant adverse effects on the landscape character of the area having regard to Policy 10 (Design and Enhancing Local Identity) of the Rushcliffe.]

5. Prior to the proposed development first being occupied or brought into use a parking management scheme shall be first submitted to and approved by the Borough Council. Thereafter the car park shall be managed in accordance with the approved details for the life of the development unless otherwise agreed in writing by the Local Planning Authority.

[Reason: To ensure adequate vehicle parking spaces are provided on the site for use in connection with the development hereby permitted having regard to Policy 1 and Policy 15 (Employment Development)] (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]

6. The development hereby permitted must not be occupied or first brought into use until the vehicle parking area shown on the submitted drawing G_1208_02 – Block Plan received 24th July 2023 has been surfaced and the individual parking spaces have been clearly marked out in accordance with the submitted plan. Thereafter the spaces shall be retained in accordance with the submitted plan and kept permanently available for the parking of vehicles in connection with the development hereby permitted.

[Reason: To ensure adequate vehicle parking spaces are provided on the site for use in connection with the development hereby permitted having regard to Policy 1 (Development Requirements) and Policy 15 (Employment Development) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]

7. The new car park and all hard surfaces within the site must be constructed with adequate drainage measures to prevent surface water run-off onto the adjacent public highway. Such drainage measures must thereafter be retained throughout the life of the development.

[Reason: To prevent surface water discharging onto the public highway in the interests of highway safety having regard to Policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]

8. The development hereby permitted must not be occupied or first brought into

use until the 'biodiversity gain' improvements outlined in section 4 of the Ecology Appraisal by FPCR received 24th July 2023 submitted with the application have been completed in accordance with that report. Thereafter the biodiversity gain improvements must be retained on the site throughout the lifetime of the development.

[Reason: To ensure the development contributes to the enhancement of biodiversity on the site having regard to Policy 17 (Biodiversity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014); Policy 38 (Non-Designated Biodiversity Assets and the Wider Ecological Network) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019); Chapter 15 (Conserving and enhancing the natural environment) of the National Planning Policy Framework (2021).]

9. The proposed development hereby approved shall be carried out in accordance with reasonable avoidance measures detailed within the submitted Ecology Appraisal by FPCR received 24th July 2023.

Reason: To ensure the local ecology is safeguarded having regard to Policy 17 (Biodiversity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014); Policy 38 (Non-Designated Biodiversity Assets and the Wider Ecological Network) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019); Chapter 15 (Conserving and enhancing the natural environment) of the National Planning Policy Framework (2021).

10. Before being brought into first use, the noise levels for any externally mounted plant or equipment, together with any internally mounted equipment which vents externally, shall be submitted to and approved by the Local Planning Authority. If this information is inconclusive or not complete, then the applicant will be required to undertake a full noise assessment in accordance with BS 4142:2014+A1:2019: Methods for rating and assessing industrial and commercial sound. This report will need to make it clear that the plant/equipment is capable of operating without causing a noise impact on neighbouring properties.

[Reason: To protect nearby residential properties from unacceptable levels of noise pollution having regard to Policies 1 (Development Requirements), 39 (Health Impacts of Development) and 40 (Pollution and Contaminated Land) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]

11. Notwithstanding the details provided, prior to the development being brought into first use, the submission and approval of a lighting assessment for the external lighting (together with a lux plot of the estimated illuminance). Any such assessment should consider the potential for light spill and/or glare, in accordance with the Institute of Lighting Professionals (ILP) Guidance Note for the Reduction of Obtrusive Light 01/21).

[Reason: To protect nearby residential properties from unacceptable levels of light pollution having regard to Policies 1 (Development Requirements), 39 (Health Impacts of Development) and 40 (Pollution and Contaminated Land) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]

12. Prior to the installation of the air source heat pumps at the site, precise technical specification and design details of these shall be submitted to and

approved in writing by the Local Planning Authority. The development must only be constructed in accordance with the approved details

Reason; To protect the amenities of nearby residential properties at having regard to having regard to Policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014) and Policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).

13. The use hereby permitted shall only take place between the following hours:

08:00 to 22:00 on Mondays to Saturdays and;

08:00 20:00 on Sundays and Bank or Public Holidays.

To protect the amenities of nearby residential properties, having regard to having regard to Policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014) and Policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).

14. All windows and doors shall be shut while amplified music is being played within the application building.

Reason: To protect the amenities of nearby residential properties, having regard to having regard to Policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014) and Policy 1 (Development Requirements) of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).

15. Prior to the development hereby permitted first being brought into use, the bin store set out on approved plan ref: G/1208_09 – Proposed Bin Store shall be erected and available for use and shall remain so for the life of the development unless otherwise agreed in writing by the Local Planning Authority.

[Reason: To ensure the appearance of the development is satisfactory having regard to policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014) and policy 1 of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]

16. Prior to the development hereby permitted first being brought into use, the cycle stored proposed for the site shall be erected and available for use details of which shall be submitted to and approved by the local planning Authority and shall remain available for use for the life of the development.

[Reason: To ensure the appearance of the development is satisfactory having regard to policy 10 (Design and Enhancing Local Identity) of the Rushcliffe Local Plan Part 1: Core Strategy (2014) and policy 1 of the Rushcliffe Local Plan Part 2: Land and Planning Policies (2019).]