



Report to Planning Committee 15 February 2024

Business Manager Lead: Lisa Hughes – Planning Development

Lead Officer: Yeung Browne, Planner

Report Summary			
Application Number	23/02091/FUL		
Proposal	Change of use from residential to Community Hub including associated alterations.		
Location	34 Manvers View, Boughton, NG22 9HJ		
Applicant	Newark And Sherwood District Council - Mr Terry Bailey	Agent	Newark & Sherwood District Council - Mr Lee Powell
Web Link	23/02091/FUL Change of use from residential to Community Hub including associated alterations		
Registered	30.11.2023	Agreed extension of time	21.02.2024
Recommendation	That planning permission is APPROVED, subject to the conditions in Section 10.0		

In accordance with the Council’s Constitution, this application is before the Planning Committee for determination as Newark and Sherwood District Council is the Applicant.

1.0 The Site

The application site is situated off Manvers View, an established residential estate to the north of Boughton, known as The Retford Road Estate, just north of the playing fields serving the Dukeries Leisure Centre/Academy. Access through Turner Lane, Manvers View comprises mainly two storey terraced dwellings. The property comprises three bedrooms with bathroom upstairs and living room, dining room, kitchen and wc downstairs. The property is an end of terrace dwelling adjacent to the end of Manvers View, adjoining with another dwelling to the west, and an open field to the south.

2.0 Relevant Planning History

23/02094/ADV - Display of 3 No. fascia signs. Pending consideration

3.0 The Proposal

The proposal is for the change of use of an existing Council owned dwelling into a community

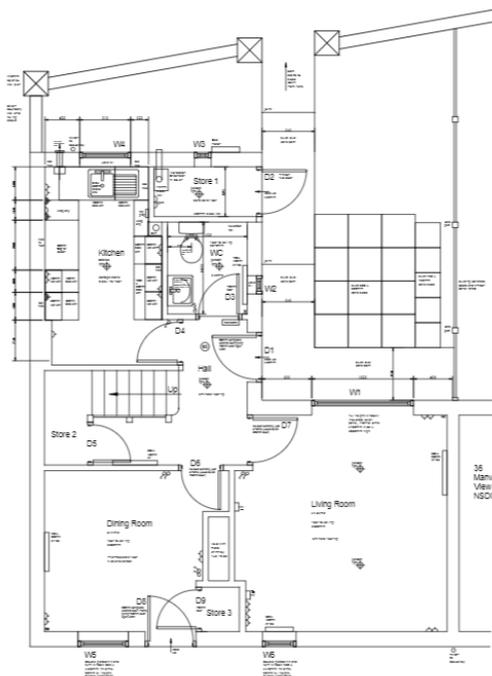
hub for use by local residents within the residential area. The Hub will provide a base for initiatives to grow, to tackle local issues in partnership with the Police, Community Safety Teams, Housing Services and Waste Management, NHS, Credit Union, CVS, CAB, Inspire and several other agencies. It will also provide an enhanced community capacity building with support from local colleges/schools and both statutory and non-statutory agencies which will feed into the Council's digital strategy.

The supporting document submitted states the following:

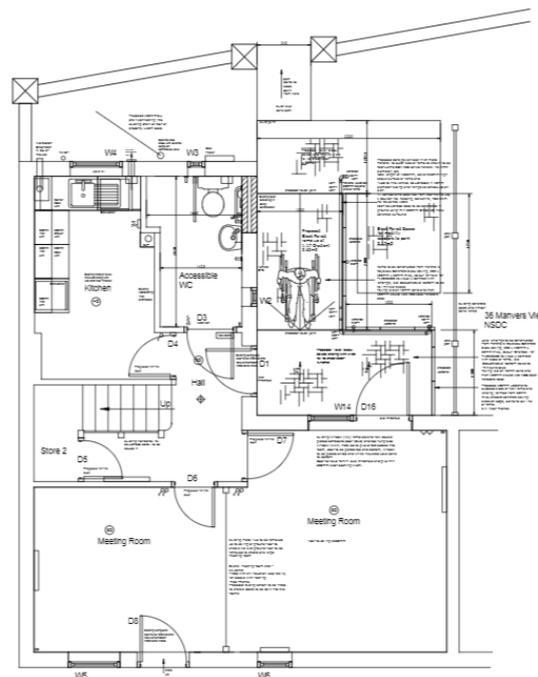
- The purpose of the hub will be to bring together tenants and residents in one place to provide one voice to encourage them to become involved in improvements locally.
- The meetings will be provided to hear views, have coffee mornings and some fundraising activities.
- The community hub will be used for both daytime services provision and some daytime and evening meetings and trainings.
- Normal working hours will be between 9am-5pm Mondays to Fridays
- Some activities for families will be held in the evening and some weekends.
- The weekend activities will last no later than 6pm and will be adhoc.
- Evening meetings will be held with staff and or Management Group volunteers and residents on the estate, not every evening but adhoc and will finish before 9pm.
- It is not envisaged that there will be significant number of meetings outside the normal working week outside of 9am-5pm.
- All meetings will be conducted in a respectful manner taking into account, noise levels and the close proximity to neighbours.

On the ground floor, would see the dining and living rooms convert into 2 meeting rooms, the kitchen and W C would remain largely unaltered.

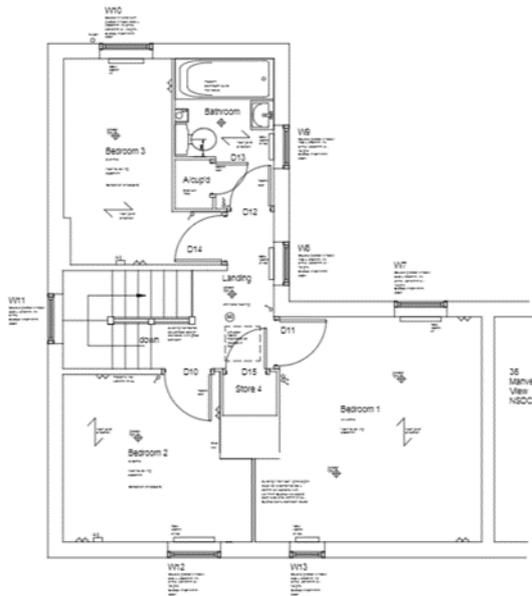
The three bedrooms on the first floor would be converted into a library /meeting room, a housing and police hub and a partnership room.



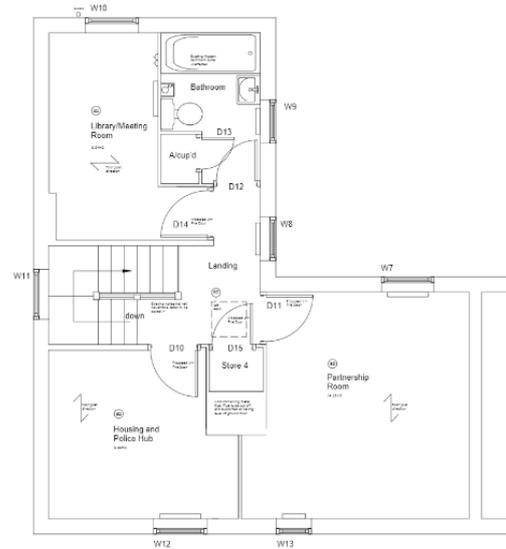
Existing ground floor plan



Proposed ground floor plan



Existing first floor plan



Proposed first floor plan

Some signage is proposed to be displayed on the building, which is being considered under a separate application 23/02094/ADV.

Submitted Documents (Superseded documents are not included within the list below)

- Site location plan received 27 November 2023
- Block Plan received 27 November 2023
- Existing ground floor plan ref: 03 received 27 November 2023
- Existing first floor plan ref: 04 received 27 November 2023
- Existing elevations ref: 05 received 27 November 2023
- Proposed ground floor plan ref: 06 received 27 November 2023
- Proposed first floor plan ref: 07 received 27 November 2023
- Proposed elevations ref: 08 received 27 November 2023
- Supporting information received 27 November 2023
- Additional information (parking) received 15 January 2024
- Additional information (noise) received 14 December 2023

4.0 Departure/Public Advertisement Procedure

Occupiers of thirteen properties have been individually notified by letter. A site notice has also been displayed near to the site on 13.12.2023.

Site visit undertaken on 13.12.2023.

5.0 Planning Policy Framework

The Development Plan

Newark and Sherwood Amended Core Strategy DPD (adopted March 2019)

Spatial Policy 1 - Settlement Hierarchy

Spatial Policy 2 - Spatial Distribution of Growth
Spatial Policy 7 - Sustainable Transport
Spatial Policy 8 – Protecting and Promoting Leisure and Community Facilities
Core Policy 9 -Sustainable Design

Allocations & Development Management DPD

DM1 – Development within Settlements Central to Delivering the Spatial Strategy
DM5 – Design
DM12 – Presumption in Favour of Sustainable Development

Other Material Planning Considerations

National Planning Policy Framework 2023
Planning Practice Guidance (online resource)

6.0 Consultations and Representations

NB: Comments below are provided in summary - for comments in full please see the online planning file.

(a) Statutory Consultations

NCC, Highway Authority – following initial concerns raised, no objection subject to conditions relating to provision of cycle storage and the submission of a Car Parking Management Plan.

(b) Parish Council

Ollerton and Boughton Town Council – Support the application.

(c) Representations

NSDC Environmental Health (noise) – following initial concerns raised, no objection.

No comments have been received from any interested parties/residents.

7.0 Comments of the Business Manager – Planning Development

The key issues are:

1. Principle of Development
2. Impact on the Visual Amenity/Character of the Area
3. Impact upon Residential Amenity
4. Impact upon Highway Safety

The National Planning Policy Framework (NPPF) promotes the principle of a presumption in favour of sustainable development and recognises the duty under the Planning Acts for planning applications to be determined in accordance with the development plan, unless

material considerations indicate otherwise, in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004. The NPPF refers to the presumption in favour of sustainable development being at the heart of development and sees sustainable development as a golden thread running through both plan making and decision taking. This is confirmed at the development plan level under Policy DM12 of the Allocations and Development Management DPD.

Principle of Development

Paragraph 97 of the NPPF states to provide the social, recreational and cultural facilities and services the community needs, planning decision should plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments, as well as to take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community and ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

The site is located within the main built-up area of Ollerton and Boughton, which is identified as a Service Centre by Spatial Policy 1 (Settlement Hierarchy) of the Core Strategy where new development is supported in principle. The proposal is for the change of use of the existing two storey dwelling to provide a community hub for local residents and a base for local service providers. The dwelling is Council owned.

Spatial Policy 8 'Protecting and Promoting Leisure and Community Facilities' of the Adopted Core Strategy DPD encourages the provision of new and enhanced community and leisure facilities, particularly where they address a deficiency in current provision, and where they meet the identified needs of communities, both within the District and beyond. The applicant has adequately justified the need for the type of development proposed within the supporting statement. The proposed Hub will provide a base for initiatives to grow, tackle local issues in partnership with other local services, enhance community capacity building with support from local colleges, schools and other agencies in order to improve health and wellbeing of residents, reduce crime and anti-social behaviour, as well as creating a vibrant and self-sufficient local community that contributes to their local area.

Class F of The Town and Country Planning (Use Classes) Order 1987, as amended, lists uses for Local Community and Learning. Class F is then sub-divided into F1 – Learning and non-residential institutions and F2 – Local Community. Class F1 includes schools, museums, libraries, places of worship, law courts etc.

A community hub such as this would represent a more local facility and fall within Class F2. Class F2 is also sub-divided into the following 4 parts:-

- F2(a) – Shops mostly selling essential goods, including food, where the shop's premises do not exceed 280 sqm and there is no other such facility within 1000 metre;
- F2(b) - Halls or meeting places for the principle use of the local community;
- F2(c) - Areas or places for outdoor sport or recreation (not involving motorised vehicles or firearms);
- F2(d) – Indoor or outdoor swimming pools or skating rinks.

The proposal would fall within F2 (b), however, under the legislation, it is possible to move from between parts (a) to (d) without requiring planning permission or between F1 and F2 if no restrictions are in place via condition. Although the site is self-limiting to a certain extent because of its size, it is located in a sensitive location, directly adjoining another dwelling, it is considered that in the event permission is granted, a condition preventing a change to any of the other parts within Class F2 should be imposed, in order to retain reasonable control over the potential for future uses.

While the loss of one social dwelling is regrettable, the property would be used as a community hub for the local residents to improve health and wellbeing, reduce crime and improve the feelings of safety in the communities. Furthermore, the internal layout of the property would remain largely the same as the existing dwelling so that when/if the community hub is no longer required, the property can easily be converted back into a dwelling.

In principle, the provision of a community hub in this location is supported as it would enable the community to meet its day-to-day needs and would be of an appropriate size to the area it would serve. This is however subject to a site specific assessment.

Impact on Visual Amenity/Character of the Area

Core Policy 9 'Sustainable Design' of the Amended Core Strategy (Adopted March 2019) requires new development proposals to, amongst other things, "achieve a high standard of sustainable design and layout that is capable of being accessible to all and of an appropriate form and scale to its context complementing the existing built and landscape environments". In accordance with Core Policy 9, all proposals for new development are assessed with reference to the design criteria outlined in Policy DM5 'Design' of the Allocations & Development Management DPD, which requires the proposal to respect the visual amenity and character of the surrounding area.

The building would be viewed within the context of the site and is sited adjoining and adjacent to the other existing dwellings within the established estate. No alteration is proposed to the existing form of the building other than converting one of the windows on the front elevation at ground floor level to a double pane disabled accessible door with a low level access ramp. The signage proposed on the front and side elevations of the building is being considered by a separate advertisement consent (23/02094/ADV).

The building itself would remain largely unaltered and therefore similar to the other dwellings within the vicinity that are in situ. If or when the hub is no longer required, the building could easily be converted back into a dwelling.

The proposal is considered appropriate for its context. The building therefore would not result in a detrimental impact on the character or appearance of the building itself or the wider area, in accordance with Core Policies 9, DM5, and Part 12 of the NPPF.

Impact upon Residential Amenity

In relation to amenity, Paragraph 135 of the NPPF states that a high standard of amenity should be exist for existing and future users. Policy DM5 states that the layout of development within sites and separation distances from neighbouring development should be sufficient to ensure that neither suffers from an unacceptable reduction in amenity including overbearing impacts, loss of light and privacy. Development proposals should have regard to their impact on the amenity or operation of surrounding land uses and where necessary mitigate for any detrimental impact. Proposals resulting in the loss of amenity space will require justification.

As the building would largely remain in its current form, it is not anticipated the change of use would result in any unacceptable overbearing impact, loss of light or loss of privacy to neighbouring occupiers.

However, the change of use of the building from a single private dwelling to a community hub is likely to lead to additional noise and disturbance. The building is adjoined by another dwelling to the northwest within an established residential area. As such, concerns were initially raised by the Council's Environmental Health officer in relation to potential noise and disruption that could be created within the hub, particularly during the evenings and at weekends, especially given that the 'partnership room' had a shared wall to the adjoining dwelling at first floor level and the quality of noise attenuation between the properties is unclear.

The applicant confirmed that it would not be appropriate to limit the use of the hub to a daytime use only as the purpose of the Hub is to promote use by tenants and residents, and most of the tenants and residents available time to use the hub would be after 5pm. They go on to state that events planned would be noise minimal up to 9pm and would include meetings of no more than 15-20 people maximum. The applicant has confirmed that the partnership room (room adjoining no.36 Manvers View) will not be used by residents and only by agency staff predominantly during office hours (9:00 -17:00 Mondays to Fridays), although one or two staff from Public Protection may use this room during some evenings.

The proposed opening hours of the hub would be Mondays to Friday from 09:00 to 21:00, Saturdays from 09:00 to 18:00 and Sundays between 09:00 and 16:00. The Hub will be managed on a day-to-day basis by NSDC Tenancy officers, including bookings and openings. The applicant goes on to state that the activities and events would mainly be tenant's meetings, fundraising, autism awareness nights, mums and toddler sessions. Agencies would also hold healthy eating events, as well as community safety events (advice and support sessions). Most of these types of events will be during the working day.

A condition can also be added to restrict the opening hours of the hub to ensure the nearby neighbours would not be harmfully impacted by any noise or disturbance that are unacceptable within an established residential area.

Further information provided by the applicant confirmed that the meeting room on the first floor titled 'Partnership Room' (adjoining to number 36) would not be in use after 5pm. Most activities at the hub will be carried out during the day. The applicant also agreed to install

acoustic insulation on the shared wall to the adjoining property known as no.36 Manvers View. The acoustic insulation would be provided by British Gypsum, a GypLyner single B226003(EN) as a wall lining. The applicant further confirmed that they will continue to monitor the levels of noise to ensure the hub does not cause any undue nuisance.

Taking the above in mind, subject to the restricted opening hours and the internal acoustic insulation, the proposed change of use is not considered would have a detrimental impact on amenity for the occupiers of the dwelling or neighbouring occupants.

Impact upon Highway Safety

Spatial Policy 7 (Sustainable Transport) of the Core Strategy seeks to ensure that vehicular traffic generated does not create parking or traffic problems. Policy DM5 of the DPD requires the provision of safe access to new development and appropriate parking provision.

Paragraph 115 of the NPPF states development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Initially, the Highway Authority requested further information on estimates of peak car parking demands based on the anticipated peak occupancy of the proposed hub, surveys of parking demand in the existing on -street parking bays to determine the availability of spare capacity to serve the use and details of secure, covered cycle parking and secure lockers for cycle equipment.

The applicant confirmed the hub is situated on a walkway between Manvers View and Stepnall Heights and that it is anticipated that most people using the Centre will be from the estate and within walking distance; proposed office spaces are estimated to be around 7 in the building and would be shared as a hot desking facility.

The survey undertaken by the applicant concluded that on Manvers View alone, would have on average 15 spare parking spaces in the morning, 14 around midday and 12 in the evening. This has not taken into account the spaces available on Stepnall Heights.

It is unlikely that officers will be travelling in to work using cycles as most visiting officers would need a car to do their job; the local residents are likely to be walking from their home to the hub. The hub itself has little space to accommodate covered cycle parking and secure locker for cycle equipment. Whilst the applicant is not expecting or anticipating people would be travelling to the hub using cycles, the rear garden of the property is secured by gates and a high fence and can accommodate one or two cycles if and when its needed, and the applicant can provide sturdy locks on a temporary basis.

In response to this additional information, to address the concerns raised, the Highway Authority has commented that the estimates of peak occupancy and car parking demands associated with the proposed community hub provided and surveys of car parking availability undertaken on Manvers View and Stepnall Heights and comparison of the two sets of information confirms that adequate car parking space is available on Manvers View to

accommodate the potential demands arising from the hub. Stepnall Heights provides additional spare car parking capacity.

They therefore now raise no objection, concluding that proposed development is unlikely to give rise to a materially adverse impact on highway safety as car parking demands can be accommodated in allocated on-street spaces.

They go on to state that the provision of lockable cycle parking/storage facilities in the form for visitors within the rear garden, needs to be secured by planning condition. They also recommend a condition with the aim of reducing car parking demands and encouraging travel by sustainable modes as set out below:-

“1. No part of the development hereby permitted shall be brought into use until provision has been made within the application site for parking of cycles in accordance with details submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development. The cycle facilities shall not thereafter be used for any purpose other than the parking of cycles.

2. No part of the development hereby permitted shall be occupied until a Car Parking Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Car Parking Management Plan shall set out proposals (including targets, a timetable and enforcement mechanism) to promote travel by sustainable modes which are acceptable to the Local Planning Authority and shall include arrangements for monitoring of progress of the proposals. The Car Parking Management Plan shall be implemented in accordance with the timetable set out in that plan unless otherwise agreed in writing by the Local Planning Authority.

Reasons: In the interest of encouraging sustainable travel.”

It is understood that the recommended conditions aim to reduce car parking demands and encouraging travel to and from the site by sustainable modes. Paragraph 56 of the National Planning Policy Framework (NPPF) makes clear that planning conditions should be kept to a minimum, and only used where they satisfy the following tests:

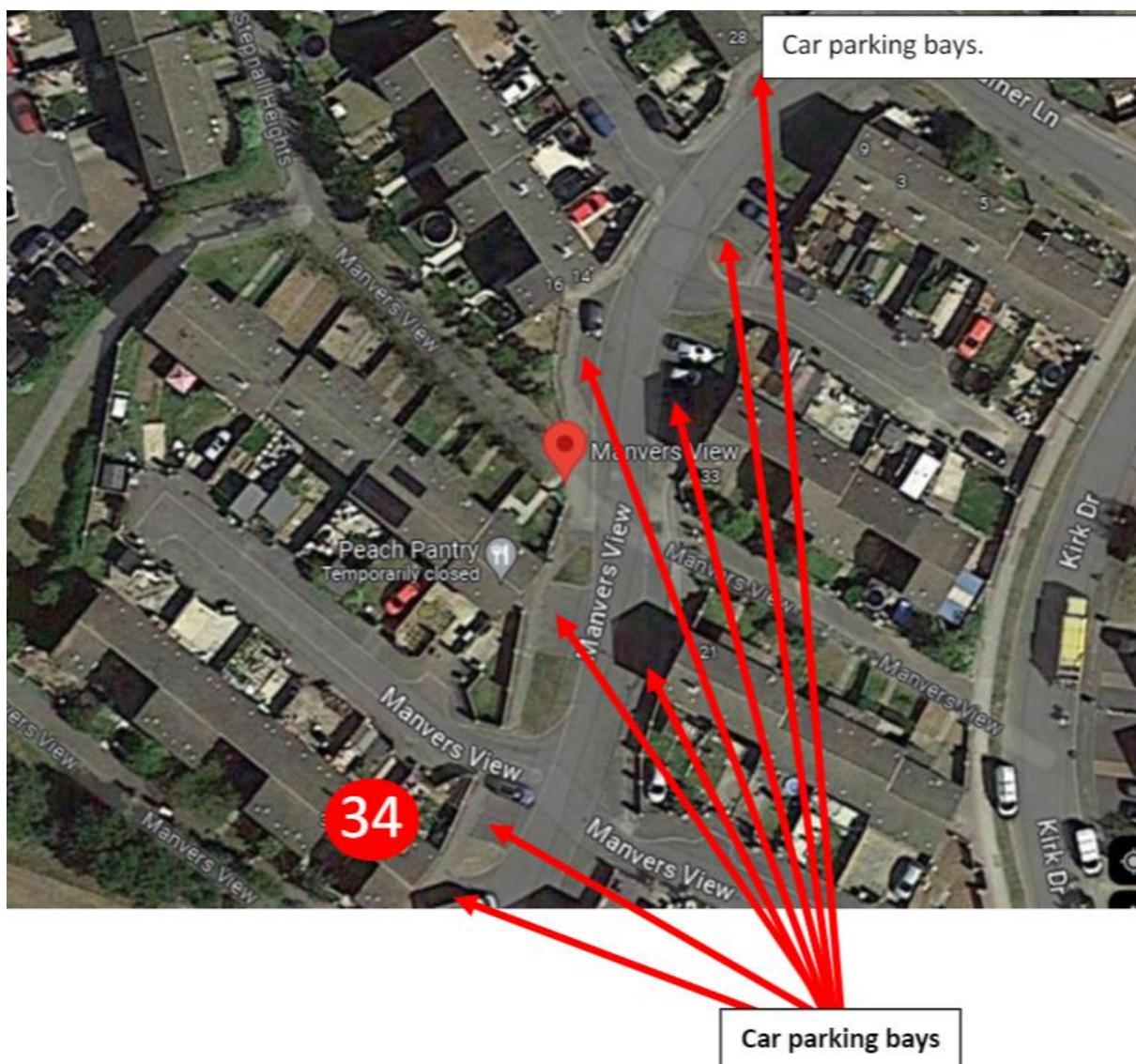
- Necessary;
- Relevant to planning;
- Relevant to the development to be permitted;
- Enforceable;
- Precise; and
- Reasonable in all other respects.

The supporting and additional information provided by the applicant outlined that there will be up to 7 office spaces available in the hub, the anticipated number of people would be using the centre (both staff and residents), as well as the number of public parking availability on Manvers View during different times throughout the day.

The response provided by the applicant has identified the need for secure cycle parking is extremely low as the residents using the hub would be from Manvers View and not likely to be travelling by bicycle; the service providers using the hub will be travelling by car. The

applicant has also explained the available space with the proposed site is restricted and they need to consider what facilities they can offer. In this case, space for parking mobility scooters and buggies for the residents would be more appropriate and reasonable. Indeed this arrangement can be seen on the proposed ground floor plan. The applicant further stated that while it is not expecting or anticipating people would be travelling to the hub using cycles, the rear garden has gates and a high fence and can accommodate one or two cycles if and when it's needed, sturdy locks can also be provided on a temporary basis. The recommended condition from highway authority has been re-worded to this effect.

The hub will be used as a shared facility (hot desking) for the staff and other agencies, therefore the number of car users at the site is likely to be less than 10 at any one time. The public parking availability survey concluded that there are 15 space available in the mornings, 14 in the afternoons and 12 in the evenings on Manvers View alone. The majority of properties within the estate have their own parking spaces in their back gardens. Furthermore, there are more public parking spaces available on Stepnall Heights, a street north/northwest to Manvers View.



These public parking spaces on Manvers View do not form part of the application site, nor within the ownership of the applicant. The submitted survey has identified there are a ample

number of public parking available during different times throughout the day, and the highway authority agreed that proposed development is unlikely to give rise to a materially adverse impact on highway safety as car parking demands can be accommodated in allocated on-street spaces. With the above in mind, it is considered the recommended condition for car parking management plan would be unreasonable and unenforceable in this case.

There is ample public car parking for site users on Manvers View. As such it is not envisaged that the proposal would result in any material highway safety impact. The application is therefore in accordance with Spatial Policy 7 of the Core Strategy and Policy DM5 of the DPD.

8.0 Implications

In writing this report and in putting forward recommendations officers have considered the following implications; Data Protection, Equality and Diversity, Financial, Human Rights, Legal, Safeguarding, Sustainability, and Crime and Disorder and where appropriate they have made reference to these implications and added suitable expert comment where appropriate.

9.0 Planning Balance and Conclusion

The principle of this development in this location is considered to be acceptable and accords with the Development Plan. The proposed change of use from existing dwelling to a community hub is considered to be acceptable in terms of impact on the character of the area, and residential amenity subject to conditions. Furthermore, the proposed development would not detrimentally impact upon surrounding highway safety. It is therefore recommended that planning permission be granted subject to appropriate conditions.

10.0 Conditions

01

The development hereby permitted shall not begin later than three years from the date of this permission.

Reason: To comply with the requirements of Section 51 of the Planning and Compulsory Purchase Act 2004.

02

The development hereby permitted shall not be carried out except in complete accordance with the site location plan, block plan and approved proposed plans reference:

- Site location plan received 27 November 2023
- Block Plan received 27 November 2023
- Proposed ground floor plan ref: 06 received 27 November 2023
- Proposed first floor plan ref: 07 received 27 November 2023
- Proposed elevations ref: 08 received 27 November 2023

Reason: So as to define this permission

03

The premises shall be used for a Community Hub (falling within Class F.2(b)) and for no other purpose, including any other use falling within class F.2 of the Town and Country Planning (Use Classes Order) 1987 (as amended) or the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), or in any provision equivalent to that Class or Order or in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: In the interests of residential.

04

The use hereby permitted shall only take place during the following hours:-

09:00 to 21:00 Mondays - Fridays

09:00 to 18:00 Saturdays

09:00 to 16:00 Sundays

And not at any other time.

Reason: In the interests of residential amenity.

05

The use hereby permitted shall not commence until the acoustic insulation GypLyner single B226003(EN) provided by British Gypsum has been installed along the whole internal party wall at ground and first floor levels with No.36 Manvers View. The acoustic insulation shall be retained for the lifetime of the development.

Reason: In the interests of residential amenity.

06

No amplified music shall be played on the premises.

Reason: In the interests of residential amenity.

07

No part of the development hereby permitted shall be brought into use until provision has been made within the application site for parking of cycles in accordance with details to be first submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development. The cycle facilities shall not thereafter be used for any purpose other than the parking of cycles for the lifetime of the use.

Reasons: In the interest of encouraging sustainable travel.

Informatives

01

The applicant is advised that all planning permissions granted on or after the 1st December 2011 may be subject to the Community Infrastructure Levy (CIL). Full details of CIL are available on the Council's website at www.newark-sherwooddc.gov.uk/cil/

The proposed development has been assessed and it is the Council's view that CIL is not payable on the development hereby approved as the development type proposed is zero rated in this location.

02

This application has been the subject of discussions during the application process to ensure that the proposal is acceptable. The District Planning Authority has accordingly worked positively and pro-actively, seeking solutions to problems arising in coming to its decision. This is fully in accord Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended).

BACKGROUND PAPERS

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Application case file.

Committee Plan - 23/02091/FUL

