

# Planning Committee Report 23/0172/FUL

## 1.0 Application information

Number: 23/0172/FUL

Applicant Name: Trustees Pinhoe Community Hub Trust

Proposal: Community Hub Building to include: a library, sports changing rooms, cafe, multi-purpose function rooms and office space.

Site Address: Station Road Pinhoe Playing Fields  
Station Road  
Pinhoe

Registration Date: 8 February 2023

Link to Documentation: <https://publicaccess.exeter.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=RPRRNFHBLOJ00>

Case Officer: Laura Dymond

Ward Member(s): Cllrs Harvey, Miller and Wood

REASON APPLICATION IS GOING TO COMMITTEE – a councillor is one of the trustees

## 2.0 Summary of recommendation

GRANT permission subject to conditions.

## 3.0 Reason for the recommendation

The proposal complies with local and national policies supporting community facilities, a healthy lifestyle, and local amenities. It will significantly contribute to the quality of life of Pinhoe residents.

## 4.0 Table of key planning issues

| Issue                    | Conclusion  |
|--------------------------|---|
| Principle of development | The principle of the proposal is supported by a range of local and national planning policies and the City Council's 2022 Playing Pitch Strategy. The proposal has previously been granted consent. |



| Issue   | Conclusion  |
|---|---|
| Community Facility and Sports Pitch Provision     | The proposed development complies with national and local planning policies to promote and support active and healthy lifestyles and community facilities (Chapter 8 of the NPPF, Core Strategy Policy CP10 and Local Plan Review Policies L5 and L6). The provision of the hub will bring the pitches back into use. |
| Loss of land associated with a playing field      | The location of the proposed development does not affect land capable of forming part of a playing pitch. There is no objection from Sport England.   |
| Scale, design, impact on character and appearance | Predominantly single-storey building, broken up with sections of differing materials, also reflecting the different uses within the building. Previously considered acceptable.   |
| Transport and highways matters                    | The site is readily accessible by public transport, foot and bicycle and is within 400 metres of the Pinhoe local centre. The vehicular route to the site and the level of car parking provision will not change.   |
| Energy Efficiency                                 | The new building will adhere to the current standards to reduce carbon emissions.   |

## 5.0 Description of site

The site is located on the north east corner of Station Road Playing Field, Pinhoe. The Waterloo railway line runs along the northern boundary of the playing fields and is the location of the Pinhoe train station. The site is positioned next to the train station and within 400 metres of the Pinhoe district centre.

The playing field is located within an established residential area and close to the new housing developments at Monkerton.



Existing facilities at the park include a car park, play area, sports (football) pitch and a small single-storey changing room facility. The current local library is housed in a temporary building off the main road through Pinhoe (Main Road).

## **6.0 Description of development**

This application is a resubmission of approved application [19/1105/FUL](#), which has lapsed.

The application seeks permission for a new community hub building to accommodate various services, including a café; new sports changing rooms; two multi-purpose function rooms; office space; washroom facilities and the relocation of the Pinhoe Library, which will include provision for ICT services. The existing play area will be relocated further west as part of the build.

The building is proposed to be primarily single-storey (covering 550 square metres), with the first floor occupying less than half of the footprint of the building (covering 224 square metres). The services will primarily occupy the ground floor, including the library, café/kitchen, 1x multi-use function room, and changing facilities. A lift and stairs to the first floor provide access to the second multi-use function room and two office spaces.

The exterior of the building is proposed to be finished in render and vertical larch timber cladding, with large areas of glazing, particularly in the library and café areas. The main entrance lobby to the site will be clad in zinc, and soft landscaping and lighting are proposed around the site to help direct visitors.

## **7.0 Supporting information provided by the applicant**

- Design and access statement
- Playing field impact assessment
- Trip analysis report
- Existing record photographs
- Noise impact assessment
- Supplementary planning information - Parks and greenspaces additional information
- Vehicle track - Refuse vehicle
- Supplementary planning information - Crime prevention

## **8.0 Relevant planning history**

| Reference | Proposal | Decision | Decision Date |
|-----------|----------|----------|---------------|
|-----------|----------|----------|---------------|



|                             |  |     |            |
|-----------------------------|--|-----|------------|
| <a href="#">19/1105/FUL</a> | Proposed New Community Hub Building to include; a library, sports changing rooms, cafe, multi-purpose function rooms and office space.   | PER | 04.02.2020 |
| <a href="#">21/1380/TPO</a> | Quercus cerris (T1) - Reduce regrowth and over extending limbs of eastern aspect adjacent No8 Hummingbird close by 3m to reduce wind leverage on already compromised stem base and rebalance crown. 2 man days | PER | 30.11.2021 |
| <a href="#">11/1784/ECC</a> | Footpath/Cycleway from Pinhoe Station to Pinhoe Road junction with Cumberland Way  | PER | 03.02.2012 |
| <a href="#">11/1158/ECC</a> | Footpath/Cycleway from Pinhoe Station to Pinhoe Road junction with Cumberland Way  | PER | 25.08.2011 |
| <a href="#">11/1110/ECC</a> | Floodlights (4) around multi use games area and lighting of access path  | PER | 12.09.2011 |
| <a href="#">98/0236/EGR</a> | Fenced and surfaced area for multi use ball activities   | PER | 05.03.1999 |
| <a href="#">98/0597/FUL</a> | Construction of 'dug out' shelters on east side of football pitch  | PER | 11.08.1998 |

## 9.0 List of constraints

- Within landscape setting
- Owned by Exeter City Council
- Smoke control area



- Radon potential
- Area of advertisement control

## 10.0 Consultations

All consultee responses can be viewed in full on the Council's website.

### **Sport England**

Having assessed the application, Sport England is satisfied that the proposed development meets exception 2 (E2) of our playing fields policy in that:

*'The proposed development is for ancillary facilities supporting the principal use of the site as a playing field and does not affect the quantity or quality of playing pitches or otherwise adversely affect their use.'*

They make several comments, which the agent has responded to.

### **Network Rail**

No objection in principle to the proposal. Request a surface water drainage condition.

### **Devon and Cornwall Police, Designing Out Crime Officer**

Provides guidance on crime prevention.

### **Devon County Council Highways**

- No objection to the access arrangements shown on the application.
- Regarding vehicular movements to and from the site, it is unlikely that the proposed level of movements to and from the site would represent a significant highway safety concern and would therefore have no reason to recommend refusal on these grounds.
- There are likely to be linked trips, and there will also be greater use of public transport to access the site and reduce the level of and the need for vehicular movements due to its sustainable location.
- There will be an increase in cycle parking within the site, allowing for additional movements that reduce the number of vehicular movements. It is noted that there will be two cycle parking areas, one undercover, and an e-bike stand.
- No objection; recommend conditions on Construction Method Statement, details of the connection point from the shared use path, and travel/car park management plan.

### **Exeter City Council Environmental Health**

Recommend conditions for a Construction Environment Management Plan (CEMP), sound levels of plant, hours of use, amplified music restriction on hours of use, and details of the kitchen extraction unit.



## **11.0 Representations**

One objection received. The objector has two major concerns regarding the proposed development: the lack of additional parking and increased traffic generation on Station Road. The objector raises concerns that there will be increased parking on the residential road and considers the trip analysis report to be flawed. There are only two buses an hour from Pinhoe Station, with the L bus replaced by the E2.

## **12.0 Relevant policies**

### **Development Plan**

#### **National Planning Policy Framework February 2021**

- 7. Having good design
- 8. Promoting healthy communities
- 11. Conserving and enhancing natural environment

#### **Exeter Local Development Framework Core Strategy (Adopted 21 February 2012)**

Objective 6 Meet community needs

Objective 9 Achieve excellence in design

CP10 Community facilities

CP15 Sustainable design and construction

CP16 Strategic green infrastructure

CP17 Design and local distinctiveness

#### **Exeter Local Plan First Review 1995-2011**

AP1 Design and location of development

AP2 Sequential approach

S5 Food and drink

L3 Protection of open space

L4 Provision of playing pitches

L5 Loss of playing fields

L7 Local sporting facilities

CS6 Community halls

T1 Hierarchy of modes of transport

T2 Accessibility criteria

T3 Encouraging use of sustainable modes of transport

LS1 Landscape setting

DG1 Objectives of urban design

DG2 Energy conservation

#### **Exeter City Council Supplementary Planning Document**

Public open space SPD 2005

#### **Exeter City Council Development Delivery DPD**

DD1 Sustainable development

DD20 Sustainable movement

DD21 Parking



DD22 Open space  
DD23 Other community facilities  
DD25 Design principles  
DD26 Designing out crime

## **Exeter City Council Playing Pitch Strategy 2022**

### **13.0 Human rights**

Article 6 - Right to a fair trial.

Article 8 - Right to respect for private and family life and home.

The first protocol of Article 1 Protection of property

The consideration of the application in accordance with Council procedures will ensure that views of all those interested are considered. All comments from interested parties have been considered and reported within this report in summary with full text available via the Council's website.

Any interference with property rights is in the public interest and in accordance with the Town and Country planning Act 1990 regime for controlling the development of land. This recommendation is based on the consideration of the proposal against adopted Development Plan policies, the application of which does not prejudice the Human Rights of the applicant or any third party.

### **14.0 Public sector equalities duty**

As set out in the Equality Act 2010, all public bodies, in discharging their functions must have "due regard" to the need to:

- a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard in particular to the need to:

- a) removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of other persons who do not share it



- c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

Whilst there is no absolute requirement to fully remove any disadvantage the Duty is to have "regard to" and remove OR minimise disadvantage and in considering the merits of this planning application the planning authority has had due regard to the matters set out in section 149 of the Equality Act 2010.

## **15.0 Financial issues**

The requirements to set out the financial benefits arising from a planning application is set out in s155 of the Housing and Planning Act 2016. This requires that local planning authorities include financial benefits in each report which is:-

- a) made by an officer or agent of the authority for the purposes of a non-delegated determination of an application for planning permission; and
- b) contains a recommendation as to how the authority should determine the application in accordance with section 70(2) of the Town and Country Planning Act 1990.

The information or financial benefits must include a list of local financial considerations or benefits of a development which officers consider are likely to be obtained by the authority if the development is carried out including their value if known and should include whether the officer considers these to be material or not material.

### Material considerations

Four full-time jobs, four part-time jobs: a total of six full-time equivalent jobs

## **16.0 Planning assessment**

### Principle of development

The NPPF sets out that planning decisions should address identified local health and well-being needs by aiming to achieve healthy, inclusive and safe places which enable and support healthy lifestyles. The NPPF further states that planning authorities should plan positively for the provision and use of community facilities to enhance the sustainability of communities by providing the social, recreational and cultural facilities and services the community needs. They should consider and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community (paragraphs 92 and 93).

The Exeter Local Plan Policy CS6 regards the availability of halls for public hire, such as the proposed, presents the opportunity for a variety of community uses which are



an essential factor in the potential strength and quality of community life. The development plan, therefore, supports introducing a community hub building.

#### Community Facility and Sports Pitch Provision

Policy CP19 of the Core Strategy identifies a need for the expansion of Pinhoe Library. Therefore, incorporating a library space is acceptable in principle.

Objective 6 of the Core Strategy is to meet the needs of communities to improve quality of life and reduce social exclusion. The proposed building is located close to where people live and easily accessible by foot. This multi-use proposed facility presents an effective way to meet the community's needs. As stated in the applicant's design and access statement, the project is a community-led initiative and has undergone two rounds of public consultation before submitting a planning application.

Core Strategy Policy CP10 (Meeting community needs) outlines that facilities that meet Exeter's community, social, health, education, leisure and recreation needs (amongst others) will be protected. New and improved community facilities must be provided to meet new development needs, contribute positively to safeguarding and creating sustainable communities, promote social inclusion and reduce deprivation. Policy CP10 sets out that facilities that serve the city as a whole should be located in the City Centre or, if this is not feasible, at sustainable locations which are readily accessible.

The proposal, therefore, is considered a positive contribution to the community through the provision of a variety of community facilities, such as the library, and due to its sustainable location, which is supported by Policies CP10, CP19 and Objective 6 of the Core Strategy and Policy CS6 of The Exeter Local Plan.

#### Loss of land associated with a playing field

The Exeter Local Plan identifies that playing fields are under pressure for development. Proposals for development on sites such as this are therefore assessed to determine whether the loss would cause harm to recreation opportunities.

The location of the proposed development does not affect land capable of forming part of a playing pitch due to the position of the play area, proximity to the railway and the position of the cycle/footpath. It does not affect the quality or quantity of existing playing pitches. Furthermore, Sport England has raised no objections to the proposal as it meets exception 2 of their playing fields policy, providing ancillary facilities for the site's principal use and not compromising the existing pitches. The development will improve the quality of the current changing facilities. It is also considered that the site does not form a valuable amenity or ecological role.



On balance, it is considered that the loss of this area of land alongside the existing pitch is outweighed by the additional benefit of the proposed community facility and the landscaping improvements included within the application. It is considered that the proposed development complies with policies L3 and L5 of the Exeter Local Plan.

#### Scale, design, impact on character and appearance

It is acknowledged that the proposed community hub is large. To reduce the massing, the building has been kept primarily single-storey and is broken up with sections of differing materials, reflecting its different uses.

The proposed external finish to the building, with a mix of render, larch timber cladding and large glazing sections, are considered sympathetic to the park setting., A condition will be added to any consent to ensure a high-quality external finish.

The distance between the proposed building and the residential dwellings at Oakley Close, which back onto the railway line, is over 38 metres. This is sufficient not to be detrimental to the amenity or outlook of the dwellings. Furthermore, the building has been designed to minimise windows to the north elevation, so there will be no significant detrimental impact on privacy.

The proposed building is not considered harmful to the character and appearance of the area or landscape setting.

The proposed development complies with policies CP16 and CP17 of the Core Strategy and policies LS1, DG1, and DG4 of the Exeter Local Plan.

#### Transport and highways matters

Station Road Playing Field is readily accessible by public transport, foot and bicycle and is within 400 metres of the Pinhoe local centre. Policy CP10 of the Core Strategy states that facilities which serve neighbourhood needs should be located close to district or local centres or at locations easily accessible by the local community, particularly by foot or bicycle. The proposal will further encourage travel by sustainable methods with the provision of an additional 18 secure cycle parking stands as well as cycle lockers. This is compliant with the requirements of Policy T3 of the Local Plan.

There is no policy justification for insisting on parking provision above that set out in the development plan and supporting documents. Additional parking would be unsustainable, contrary to the Council's aims of reducing reliance on the private car and minimising the contribution of new development to climate heating. The consultation with the Highways Officer indicated that some of the journeys to the community hub would be linked. Therefore the visits to the site per hour will not be significant. However, a car park management plan should be implemented to manage the parking on site as part of a Travel Plan. Given their sustainable nature,



these measures should be able to minimise car visits to the site. For these reasons, the parking on site is sufficient and does not constitute a reason for refusal.

#### Energy Efficiency

The application states that the new building will adhere to the current standards to reduce carbon emissions. Under the Building Regulations, it will be an energy-efficient building. It has been designed to utilise natural ventilation and will have solar power panels on the roof.

### **17.0 Conclusion**

The proposal complies with local and national policies supporting communities, a healthy lifestyle, and protecting the environment and local amenities. It will significantly contribute to the quality of life of Pinhoe residents.

### **18.0 Recommendation**

GRANT permission subject to the following conditions.

#### Conditions

1) The development to which this permission relates must be begun not later than the expiration of three years beginning with the date on which this permission is granted.

Reason: To ensure compliance with sections 91 and 92 of the Town and Country Planning Act 1990.

2) The development hereby permitted shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 08 February 2023 (including drawings numbers 18048 P0101 rev H, 18048 P0105 rev E, 18048 P0201 rev G, 18048 P0301 rev C, 18048 P0401 rev D, Design and Access Statement, and Parks & Greenspaces Additional Information) and 07 March 2023 (Playing Field Impact Analysis) as modified by other conditions of this consent.

Reason: In order to ensure compliance with the approved drawings.

3) Pre-commencement condition: No development (including ground works) or vegetation clearance works shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The Statement shall provide for:

- a) The site access point(s) of all vehicles to the site during the construction phase.
- b) The parking of vehicles of site operatives and visitors.
- c) The areas for loading and unloading plant and materials.
- d) Storage areas of plant and materials used in constructing the development.



- e) The erection and maintenance of securing hoarding, if appropriate.
- f) Wheel washing facilities.
- g) Measures to monitor and control the emission of dust and dirt during construction.
- h) No burning on site during construction or site preparation works.
- i) Measures to monitor and minimise noise/vibration nuisance to neighbours from plant and machinery.
- j) Construction working hours and deliveries from 8:00 to 18:00 Monday to Friday, 8:00 to 13:00 on Saturdays and at no time on Sundays or Bank Holidays.
- k) No driven piling without prior consent from the LPA.

The approved Statement shall be strictly adhered to throughout the construction period of the development.

Reason for pre-commencement condition: In the interest of the environment of the site and surrounding areas. This information is required before development commences to ensure that the impacts of the development works are properly considered and addressed at the earliest possible stage.

4) Pre-commencement condition: Details of all building services plant, including sound power levels and predicted sound pressure levels at a specified location outside the building envelope, to be submitted to and approved in writing by the LPA. The predicted noise levels shall be submitted prior to commencement of the development and shall be demonstrated by measurement prior to occupation of the development.

Reason for pre-commencement condition: In the interests of the amenity of the area, especially nearby residential uses. These details are required pre commencement as specified to ensure that the plant will not give rise to significant adverse impacts on the amenity of neighbouring receptors.

5) Pre-commencement condition: No development approved by this permission shall be commenced until a scheme, including design calculations and construction details, for the disposal of surface water which shall include the provision and implementation of a surface water regulation system and storage facility has been approved and implemented to the satisfaction of the Local Planning Authority in accordance with the details and timetable agreed. Note: no structure shall be within 5m of the railway boundary and no water shall be discharged on the adjacent railway land.

Reason for pre-commencement condition: To make sure that the development does not affect the safety and continued running of the neighbouring railway

6) Samples of the materials it is intended to use externally in the construction of the development shall be submitted to the Local Planning Authority. No external finishing material shall be used until the Local Planning Authority has confirmed in writing that its use is acceptable. Thereafter the materials used in the construction of the development shall correspond with the approved samples in all respects.

Reason: To ensure that the materials conform with the visual amenity requirements of the area.



7) The development hereby approved shall not be used outside the hours of 07:00 to 23:30.

Reason: So as not to detract from the amenities of the nearby residential property.

8) Amplified music shall not be played outside the hours of 08:00 to 20:00.

Reason: In the interests of the amenity of the area, especially nearby residential uses

9) Prior to the commencement of the use hereby permitted, the kitchen ventilation system for the unit shall be installed in accordance with details previously submitted to and approved in writing by the Local Planning Authority. The details shall include drawings of the location and design of the system, and information on how odour emissions shall be controlled, including abatement if necessary, and how the system shall be maintained to ensure it does not adversely affect the amenity of surrounding uses.

Reason: In the interests of the amenity of the area, especially nearby residential uses

10) No part of the development hereby approved shall be brought into its intended use until details of the connection point from the shared use path to the Exeter City Car Park as indicated on Drawing Number 108048 P01.01 RevH have been approved in writing by the Local Planning Authority. No part of the development shall be occupied until the links/facilities have been provided, surfaced and marked out in accordance with the approved plans retained for those purposes at all times.

Reason: To provide a safe and suitable access for pedestrians and cyclists in accordance with Paragraph 108 of the NPPF

11) No part of the development hereby approved shall be brought into its intended use until the pedestrian connection from the site to Pinhoe Train Station platform as indicated on Drawing Number 108048 P01.01 RevH, have been provided and maintained in accordance with details that shall have been submitted to, and approved in writing by, the Local Planning Authority and retained for that purpose at all time.

Reason: To provide a safe and suitable access for pedestrians in accordance with Paragraph 108 of the NPPF

12) No part of the development hereby approved shall be brought into its intended use until, details are submitted to the Local Planning Authority of secure covered cycle parking provision for the development. No part of the development shall be occupied until such details have been agreed in writing by the Local Planning Authority, and prior to occupation the cycle parking shall be provided in accordance with the submitted details.

Reason: To provide adequate facilities for sustainable transport.



13) No part of the development shall be occupied until a travel plan/car park management plan (including recommendations/arrangements for monitoring and review) has been submitted to and approved in writing by the Local Planning Authority. Thereafter the recommendations of the travel plan shall be implemented, monitored and reviewed in accordance with the approved document, or any amended document subsequently approved in writing by the Local Planning Authority.

Reason: To ensure that the development promotes all travel modes to reduce reliance on the private car, in accordance with paragraph 111 of the NPPF

14) A detailed scheme for landscaping and management plan, including the planting of trees and or shrubs, the use of surface materials, the bollards separating the car park from the cycleway, proposed park maintenance access gate and boundary screen walls and fences shall be submitted to the Local Planning Authority and no dwelling or building shall be occupied until the Local Planning Authority have approved a scheme; such scheme shall specify materials, species, tree and plant sizes, numbers and planting densities, and any earthworks required together with the timing of the implementation of the scheme. The landscaping shall thereafter be implemented in accordance with the approved scheme in accordance with the agreed programme and maintenance will be the responsibility of the operators.

Reason: To safeguard the rights of control by the Local Planning Authority in these respects and in the interests of amenity.