

REPORT OF HEAD OF DEVELOPMENT MANAGEMENT

Harvey Hadden Sports Centre, Wigman Road

1 SUMMARY

Application No: 13/00085/PFUL3
Application by: Carillion Building Limited
Proposal: Extension and refurbishment of existing leisure centre providing a new 50m swimming pool and associated facilities.

The application is brought to Committee because it constitutes major development on City Council land.

To meet the Council's Performance Targets this application should be determined by 16 April 2013.

2 RECOMMENDATIONS

GRANT PLANNING PERMISSION subject to:

(a) the conditions listed in the draft decision notice at the end of this report.

Power to determine the final details of the conditions the of planning permission be delegated to the Head of Development Management.

3 BACKGROUND

Site

- 3.1 The application site comprises the Harvey Hadden Sports Centre and immediate surrounding land. The existing leisure centre was constructed in 1990 and includes a sports hall, fitness suite, indoor 60m running track, function rooms and a café. The building is constructed in a combination of blockwork and steel cladding and has cantilevers supporting two main pitched roof elements which creates the building's form. The higher of the two roofs is situated over the sports hall, with the lower roof to the south, adjacent to the main entrance to the centre. The building has a footprint of approximately 3,300m² and has a maximum height of 13.2m.
- 3.2 The leisure centre is accessed via a long drive connecting to Wigman Road which is at a significantly lower level (approx. 5m) than the elevated position of the centre. There is car parking for approximately 180 vehicles, with the spaces largely situated in linear strip to the immediate south of the access road and also in a semi-circular formation adjacent to the entrance. There are also some spaces to the east of the building adjacent to the athletics track. To the west of the leisure centre there are eight, all weather five a side football pitches which are only separated from the building by a grassed bund which also extends to the north of the building. Beyond this to the north are playing fields and then a residential estate, to the south west is

residential, whilst to the east is the outdoor athletics track and to the south is Glenbrook Primary and Nursery School.

4 DETAILS OF THE PROPOSAL

- 4.1 The application seeks planning permission to construct an extension to accommodate a 50m swimming pool and other external alterations to the building. The application proposes 4275m² of new floor space, which would more than double the existing floor space of 3404m². The proposed swimming pool will be on the south west side of the building, protruding significantly forward of the existing entrance which will also be reconfigured as part of the proposals and forward of the adjacent all weather pitches.
- 4.2 The external design of the pool hall is composed of three elements. The ground floor low level walls around the pool tank, changing rooms and plant areas comprise the podium and this will be finished with blockwork. The walls between the podium and the roof will be combination of render, metal rainscreen cladding and glazing. The glazing is proposed to be carefully shaded to avoid too much sunlight entering into the pool hall and causing glare and overheating. The proposed main roof is formed in a series of five rectangular sections, each of which slope in the same two directions, north to south and west to east. By tilting the sections to the north, this allows a strip of high level glazing within each component of the roof to provide an appropriate amount of natural light into the pool and the west to east slope is designed to provide additional headroom for spectators who will benefit from an elevated position above the changing village to maximise views of the pool. The roof wraps around the west and eastern sides of the building and forms one of the main architectural features of the building and is proposed to be finished in grey metal cladding. The reconfigured reception area will be heavily glazed will a pitched roof sloping back towards the existing building but linked with a concealed flat roof section.
- 4.3 The swimming pool itself will be capable of being divided into 2 x 25m pools with adjustable floors to deliver both a competition swimming venue of regional importance but also a community facility that can accommodate the needs of the general public and local schools. The spectator area has a capacity of 330 seats. As part of the development proposals the existing internal floor space will be reconfigured to provide a new fitness suite, a multi purpose studio and a health suite.

5 CONSULTATIONS AND OBSERVATIONS OF OTHER OFFICERS

Adjoining occupiers consulted:

- 5.1 The application has been advertised by a site notice and press advert. In addition the following neighbours have been directly consulted:

99-125 Wigman Road (odds only), 2 Graylands Road, 1 Clanfield Road

- 5.2 No responses have been received as a result of the neighbour notification or the site and press notices.

Additional consultation letters sent to:

- 5.3 **Highways:** No objections to the application subject to the strict inclusion of a number of conditions relating to parking provision, a travel plan, a car park and

event management strategy, cycle store provision and a construction management plan.

- 5.4 **Noise and Pollution Control:** No objections subject to conditions requiring an air quality assessment and that details be submitted and approved in regard to any air handling equipment or similar equipment.
- 5.5 **Heritage and Urban Design:** The interesting design is welcomed and supported. The staggered form of the building aids in reducing its massing as the design is somewhat dictated by the buildings use, limiting the insertion of windows to activate the elevations. Significant attention and focus must be given to the proposed materials, which must be high quality.
- 5.6 **Sport England:** Acknowledge that the development only affects land which is incapable of forming a pitch or part of a pitch and therefore meets the exceptions criteria for developing on playing fields. Request justification for the strategic need for a facility of this type and size. Sport England has carried out some Sport Facilities Planning Model (FPM) assessment work on behalf of the City Council, to understand the provision of pools across the city. The FPM neither rules in or out the need for a 50m pool. It does suggest a need for additional water space over and above the replacement Beechdale Swimming Centre but the unmet demand is spread across the city. The application should include supporting evidence with regard to how local needs and wider community needs can be met and also outline the participation benefits resulting from the provision of an elite performance facility; this evidence is not contained within the submitted information.

6 RELEVANT POLICIES AND GUIDANCE

National Planning Policy Framework:

- 6.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies. While planning applications still need to be determined in accordance with the development plan, which are set out in the report, the NPPF is a material consideration in the assessment of this application.
- 6.2 Paragraph 17 of the NPPF sets out the Core Planning Principles of which securing high quality design, supporting the transition to a low carbon future and delivering community facilities to meet local needs are all relevant to this application.
- 6.3 Paragraphs 70 and 74 state that Local Planning Authorities should plan positively for community facilities and existing open space, sports and recreational buildings should not be built upon unless the land is surplus to requirements and the loss resulting from the proposed development would be replaced by enhanced provision in terms of quantity and quality, which would outweigh the loss.

Nottingham Local Plan (November 2005):

R1 – Development of Open Space. Complies

R5 – Playing Fields and Sports Grounds. Complies

R8 – Sports, Leisure, Entertainment and Arts Facilities. Complies

BE2 – Layout and Community Safety. Complies

BE3 – Building Design. Complies

BE4 – Sustainable Design. Complies

NE5 – Trees. Complies

T3 – Car, Cycle and Servicing Parking. Complies

7. APPRAISAL OF PROPOSED DEVELOPMENT

Main Issues

- (i) Principle of development
- (ii) Design and appearance
- (iii) Traffic and parking implications.
- (iv) Impact on amenity of neighbouring uses

(i) Principle of development (NPPF paras 70 & 74 and Policies R1, R5 and R8)

- 7.1 Both national and local planning policy seeks to plan positively for the provision of leisure/sport facilities and protect existing playing fields and sports grounds. In terms of safeguarding playing fields, the position of the proposed extension will not encroach onto useable space for sport and recreation and it is acknowledged by Sport England that the development only affects land which is incapable of forming a pitch or part of a pitch. The proposal therefore accords with the aims of paragraph 74 of the NPPF and Policies R1 and R5 of the Local Plan.
- 7.2 Policy R8 requires a need to be demonstrated for leisure uses outside of the City Centre, Town Centres and Local Centres. Where a need has been demonstrated a sequential approach to site selection should be adopted with preference given to sites first within centres or secondly on the edge of centres, before out of centre locations are considered. With regard to need, the proposed swimming pool will replace the facility at the nearby Beechdale Swimming Centre, which is due for closure. The Beechdale Swimming Centre has a main pool measuring 25m x 12.5m and the proposed pool would be double this in size at 50m x 25m (but split into two 25m x 25m pools, other than for single elite use). Sport England has undertaken an assessment of swimming pools within the City on behalf of the Council and produced several scenarios including the development as proposed and the alternative of replacing the Beechdale facility with a 25m pool at Harvey Hadden. The broad conclusions based on demand across Nottingham appear to be that simply replacing the 25m pool at Harvey Hadden would exacerbate an under supply of waterspace in the City. The development as proposed would result in a significant increase in supply, so that supply and demand would almost reach equilibrium. Whilst there may be a debate as to whether this provision could be supplied more evenly throughout the City, it is considered that a need for the development has been demonstrated.
- 7.3 The existing Harvey Hadden site is not within a town or local centre, nor would it be classed as an edge of centre location. However, the site is an established sports centre location with a range of sporting activities available on the site. In this respect, grouping the swimming pool with other leisure facilities is acceptable in principle, particularly as future users will already visit the destination. It is not

considered that locating the swimming pool on this site will undermine the objective of enhancing the vitality and viability of existing centres and the provision of the facility will be valuable for the local community and sports groups and will significantly strengthen the site's leisure provision. Sport England, in their consultation response, has suggested that the assessment work they undertook recommends that further work is undertaken to understand whether providing a 50m swimming pool in one location is the optimum solution or whether provision is essentially divided to meet the wider needs of the City area. Whilst the aspiration of Sport England in this regard is noted, there are of course practicality and viability issues with splitting provision throughout the City. It is considered that the proposal addresses a deficit of provision in this particular area the application as submitted meets the requirements of both paragraph 70 of the NPPF and Policy R8 of the Local Plan.

(ii) Design and appearance (Policy BE3 and NE5)

- 7.4 The design approach to this development is to create a bold, positive addition to what is currently a plain functional building with little architectural merit. The proposal has both cleverly and carefully knitted together the specific design requirements associated with creating an attractive environment for both swimming and spectators, whilst ensuring that the form and elevational treatment of the external façade exhibits a high level of quality.
- 7.5 The position of the extension to the south west of the existing building will ensure that it will become the predominant feature of the site and will to a large degree mask the existing building from public view. The shape and form of the roof responds to the structural challenge of creating such a large expanse, whilst providing visual interest and serves the building with light from the north, balancing the requirement for natural light and the need to protect from glare and overheating of the pool. The podium of the building when viewed from the south west will largely be screened by the existing artificial football pitches but the south west corner, which is importantly recessed, will be more exposed. It is considered that the massing of this section of the building is acceptable, particularly when viewed from the context of Wigman Road. However, it is considered that its appearance may benefit from some landscaping to soften its impact and this will be secured by condition.
- 7.6 The proposed south elevation of the swimming pool extension is essentially the 'front' elevation of the building. This slopes from west to east and utilises a number of the proposed materials including blockwork, render and the metal cladding to mitigate for the limited provision of glazing, which is restricted on this elevation. This will present a strong frontage and the revamped entrance, which is set back from the front of the swimming pool and will provide a modern and fresh appearance to the building. It is considered that the proposed design will re-invigorate the exterior of the building and will create an exciting development that will both enhance the appearance of the leisure centre and will attract visitors to the site.

(iii) Traffic and parking implications (Policies BE2, R8 and T3)

- 7.7 A Transport Statement (TS) has been submitted with this application which appraises the traffic and parking implications for the development. The TS advises that the site is well located for walking and cycling access and is within walking distance of a good and regular bus route. The TS concludes that the site has

sufficient parking spaces and advises that any additional overspill parking for major events could be located at the adjacent school site.

- 7.8 Highways note that as this scheme would eventually result in the closure of Beechdale Swimming Centre, the visitors and staff who already drive to the swimming pool at Beechdale are already accounted for on the highway network and those trips would merely be diverted to the Harvey Hadden site. There will also be users of the new swimming pool facility who already visit Harvey Hadden to make use of other facilities. In terms of parking the site has approximately 180 spaces and the applicant has advised that major swimming events would be likely to attract around 75 cars and approximately 4 coaches. This would of course be on top of any other existing parking associated with the centre. Whilst highways consider that the parking provision will be acceptable, commenting that additional overflow parking could be accommodated within the bays on Wigman Road and, if required, the adjacent school sites, they consider that a number of conditions should be imposed. The conditions include the provision of a car park layout drawing prior to development which marks out all individual spaces on the site. It is considered that the existing parking layout may not be as efficient as is potentially possible and maximising this will increase capacity. The car park will be required to be marked out before the development is brought into use. A travel plan condition is required to encourage users of the centre and staff to access the site by means of travel other than the private car and provision is also made for the management of a larger. It is considered that the proposal satisfies the requirements of Policies BE2, R8 and T3 and that the traffic and parking impacts of the development will be acceptable.

Other Matters (Policies BE2 and BE3)

- 7.9 The leisure centre and the proposed extension is sufficiently isolated from neighbouring properties to ensure that there will be no adverse amenity impacts in terms of the size of the building or the increased activity on the site.
- 7.10 **Statement Required by Article 31(1) of the Town and Country Planning (Development Management Procedure) (England) Order 2010.** In recommending the grant of planning permission for the development, the Local Planning Authority has worked with the applicant in a positive and proactive manner.

8. SUSTAINABILITY / BIODIVERSITY

An Energy Statement has been submitted with the application which identifies and appraises the options for achieving the required 10% reduction in carbon emissions through renewable sources. The statement concludes that a Combined Heat and Power (CHP) unit would be best suited to a swimming pool development, though a commitment is also made to review both photovoltaic and/or solar thermal technologies. Subject to planning conditions requiring the provision of further details and implementation of this scheme, it is considered that the proposed measures accord with Policy BE4.

9 FINANCIAL IMPLICATIONS

None.

10 LEGAL IMPLICATIONS

The issues raised in this report are primarily ones of planning judgement. Should legal considerations arise these will be addressed at the meeting.

11 EQUALITY AND DIVERSITY IMPLICATIONS

None.

12 RISK MANAGEMENT ISSUES

None.

13 STRATEGIC PRIORITIES

Working Nottingham: The development will deliver local employment and training opportunities during both the construction and subsequent operation of the development.

Healthy Nottingham: The development will encourage participation in leisure and sport and will promote activities associated with a healthy lifestyle.

14 CRIME AND DISORDER ACT IMPLICATIONS

None.

15 VALUE FOR MONEY

None.

16 List of background papers other than published works or those disclosing confidential or exempt information

1. Application No: 13/00085/PFUL3

<http://plan4.nottinghamcity.gov.uk/WAM/pas/findCaseFile.do?appNumber=13%2F00085&action=Search>

2. Comments from Sport England dated 6 February 2013

3. Comments from NCC Highways dated 28 February 2013

4. Comments from NCC Noise and Pollution Control dated 22 January 2013

17 Published documents referred to in compiling this report

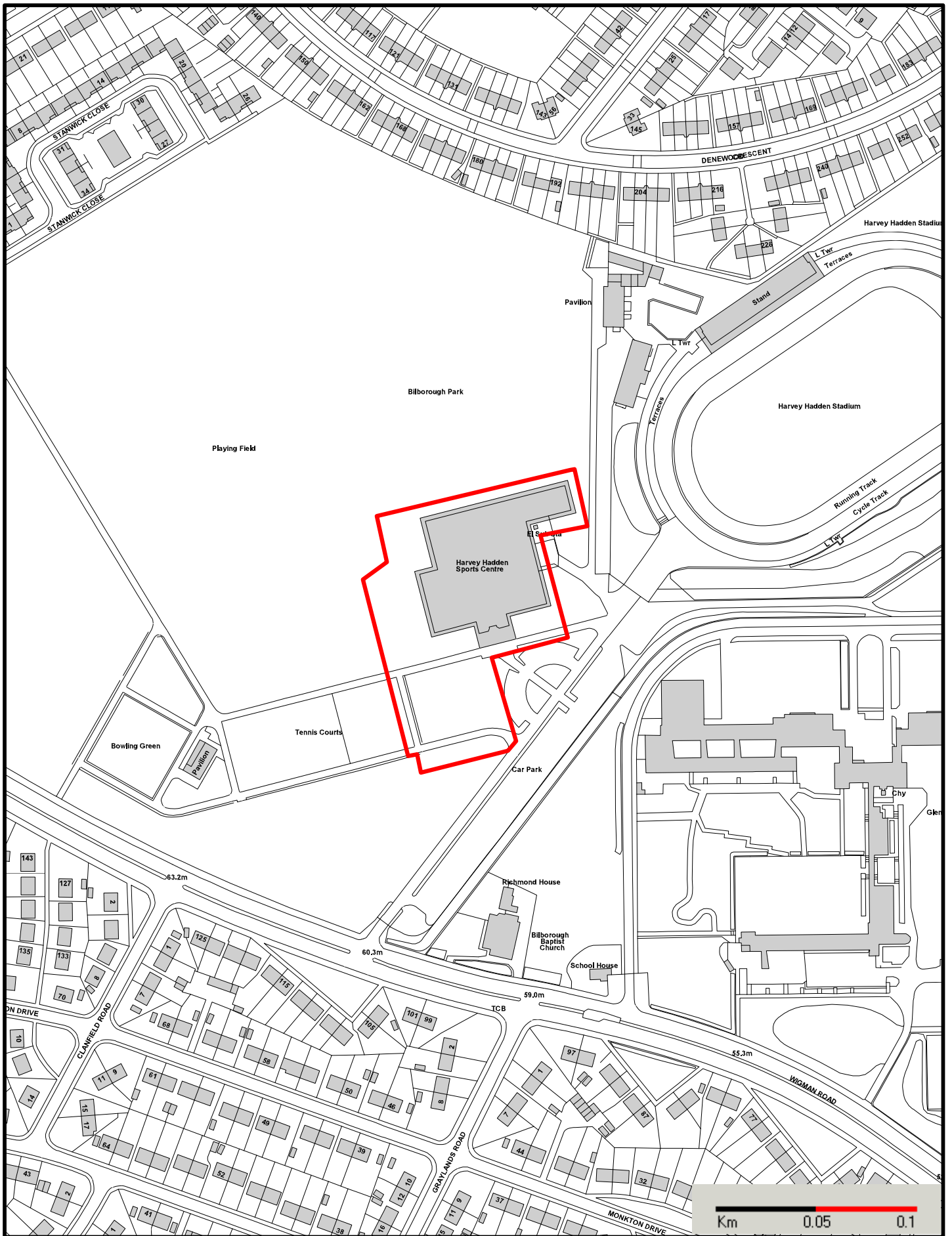
1. Nottingham Local Plan (November 2005).

2. National Planning Policy Framework.

Contact Officer:

Mr Mark Bassett, Case Officer, Development Management.

Email: mark.bassett@nottinghamcity.gov.uk. Telephone: 0115 8764193



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Nottingham
City Council

My Ref: 13/00085/PFUL3 (PP-02400626)
Your Ref:
Contact: Mr Mark Bassett
Email: development.management@nottinghamcity.gov.uk



**Nottingham
City Council**

Development Management
City Planning
Loxley House
Station Street
Nottingham
NG2 3NG

Tel: 0115 8764447
www.nottinghamcity.gov.uk

Levitate Architects
Mr Toby Knipping
161 Rosebery Avenue
London
Greater London
EC1R 4QX

Date of decision:

**TOWN AND COUNTRY PLANNING ACT 1990
APPLICATION FOR PLANNING PERMISSION**

Application No: 13/00085/PFUL3 (PP-02400626)
Application by: Carillion Building Limited
Location: Harvey Hadden Sports Centre, Wigman Road, Nottingham
Proposal: Extension and refurbishment of existing leisure centre providing a new 50m swimming pool and associated facilities

Nottingham City Council as Local Planning Authority hereby **GRANTS PLANNING PERMISSION** for the development described in the above application subject to the following conditions:-

Time limit

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Pre-commencement conditions

(The conditions in this section require further matters to be submitted to the local planning authority for approval before starting work)

2. Prior to the commencement of development, details of all materials to be used on external elevations, including samples, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the appearance of the development and in accordance with Policy BE3 of the Local Plan.



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Not for issue

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3. Prior to the commencement of development, a detailed landscaping and planting scheme for the development, indicating the type, height, species and location of proposed trees and shrubs, together with details of hard-surfacing materials, shall be submitted to and approved in writing by the Local Planning Authority. The hard-surfacing shall be carried out in accordance with the approved details.

Reason: In the interests of the appearance of the development and in accordance with Policy BE3 of the Local Plan.

4. Notwithstanding the details provided in the submitted Energy Statement and prior to the commencement of the development, a detailed scheme identifying how the predicted CO2 emissions of the development will be reduced by at least 10% through the use of an on site renewable energy supply shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of any alterations to external elevations to accommodate any plant or equipment proposed.

Reason: To provide 10% of energy by renewable means in accordance with Policy BE4 of the Local Plan.

5. No part of the development hereby permitted shall commence until details regarding the disposal of surface water have been submitted and approved in writing by the Local Planning Authority in consultation with the Drainage Section of the Highway Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure surface water from the site is not deposited on the public highway in the interests of highway safety.

6. No part of the development hereby permitted shall commence until revised details of the on site parking provision (car, coach, disabled, cycle) have been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority.

Reason: To ensure that adequate parking provision is made to reduce the possibilities of overspill parking onto the adjoining highway network, in the interests of highway safety and to promote sustainable travel in accordance with the aims of Policies BE2, R8 and T3 of the Local Plan.

7. No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority. The approved Statement shall be adhered to throughout the construction period. The statement shall provide for:

- a. The parking of vehicles of site operatives and visitors.
- b. Loading and unloading of plant and materials.
- c. Storage of plant and materials used in constructing the development.
- d. Wheel washing facilities.
- e. Measures to control the emission of dust and dirt during construction.
- f. A scheme for recycling/disposing of waste resulting from demolition and construction works.

Reason: To avoid prejudice to traffic conditions within the vicinity of the site and to safeguard the amenities of neighbouring residents in accordance with Policies BE2 and NE9 of the Local Plan.

Pre-occupation conditions

(The conditions in this section must be complied with before the development is occupied)

8. No part of the development hereby permitted shall be occupied until the renewable/low carbon energy scheme has been implemented in accordance with details approved pursuant to condition 4.

Reason: To provide 10% of energy by renewable means in accordance with Policy BE4 of the Local Plan.

9. No part of the development hereby permitted shall be occupied until the on site parking provision has been laid out in accordance with details approved pursuant to condition 6.

Reason: To ensure that adequate parking provision is made to reduce the possibilities of overspill parking onto the adjoining highway network, in the interests of highway safety and to promote sustainable travel in accordance with the aims of Policies BE2, R8 and T3 of the Local Plan.

10. No part of the development hereby permitted shall be occupied until a Travel Plan including a Car Park Management Strategy for managing swimming or other events, has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan will as a minimum 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. A survey of visitor and staff travel habits will be carried out within 3 months of the opening of the new development, and shall include a parking accumulation survey of a typical weekday and a Saturday. The Travel Plan shall be implemented in accordance with the timetable set out in that plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: To promote sustainable travel in accordance with the aims of Policies R8 and T3 of the Local Plan.

11. No part of the development hereby permitted shall be occupied until cycle storage provision has been made available in accordance with details that are first submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure suitable cycle storage provision in accordance with the aims of Policy T3 of the Local Plan.

12. Prior to installation of the proposed CHP plant, a report showing the impact on local ambient concentrations of nitrogen dioxides and carbon monoxide at specific receptors. The report must contain the methodology, results and conclusion of the air quality assessment shall be submitted to and approved in writing by the Local Planning Authority. This should be produced using atmospheric dispersion modelling and include:

- i) an estimated quantification of the principal emissions from the plant and their dispersion.
- ii) long term and short term modelling (that identifies the meteorological conditions that lead to maximum emissions for each of the pollutants when averaged according to relevant AQOs).
- iii) the contribution to existing ambient levels of nitrogen dioxide and carbon monoxide that will be made by the plant emissions.

The CHP plant should be installed in accordance with the approved details.

Reason: In the interests of public health and in accordance with the aims of Policy NE9 of the Local Plan.

13. The approved landscaping scheme shall be carried out in the first planting and seeding



seasons following the occupation of the dwellings or the completion of the development, whichever is the sooner, and any trees or plants which die or are removed or become seriously damaged or diseased within five years shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that the appearance of the development is satisfactory, in accordance with Policy BE3 of the Local Plan.

Regulatory/ongoing conditions

(Conditions relating to the subsequent use of the development and other regulatory matters)

Standard condition- scope of permission

S1. Unless otherwise agreed in writing by the Local Planning Authority or modified by the conditions listed above, the development shall be carried out in complete accordance with the details described in the forms, drawings and other documents comprising the application as validated by the council on 15 January 2013.

Reason: To determine the scope of this permission.

Informatives

1. The reason for this decision, and a summary of the policies the local planning authority has had regard to are set out in the committee report, enclosed herewith and forming part of this decision.

2. This permission is valid only for the purposes of Part III of the Town & Country Planning Act 1990. It does not remove the need to obtain any other consents that may be necessary, nor does it imply that such other consents will necessarily be forthcoming. It does not override any restrictions contained in the deeds to the property or the rights of neighbours. You are advised to check what other restrictions there are and what other consents may be needed, for example from the landowner, statutory bodies and neighbours. This permission is not an approval under the Building Regulations.

3. In regard to condition 11 the applicant is advised the reference point for pollutant concentration limits is the Air Quality Strategy for England, Scotland, Wales and Northern Ireland Vol. 1 July 2007 and the Air Quality Objectives stated therein.

Where a condition specified in this decision notice requires any further details to be submitted for approval, please note that an application fee will be payable at the time such details are submitted to the City Council. A form is available from the City Council for this purpose.

Your attention is drawn to the rights of appeal set out on the attached sheet.

RIGHTS OF APPEAL

Application No: 13/00085/PFUL3 (PP-02400626)

If the applicant is aggrieved by the decision of the City Council to impose conditions on the grant of permission for the proposed development, then he or she can appeal to the Secretary of State under section 78 of the Town and Country Planning Act 1990.

Any appeal must be submitted within six months of the date of this notice. You can obtain an appeal form from the Customer Support Unit, The Planning Inspectorate, Room 3/15 Eagle Wing, Temple Quay House, 2 The Square, Temple Quay, Bristol, BS1 6PN. Phone: 0117 372 6372. Appeal forms can also be downloaded from the Planning Inspectorate website at <http://www.planning-inspectorate.gov.uk/pins/index.htm>. Alternatively, the Planning Inspectorate have introduced an online appeals service which you can use to make your appeal online. You can find the service through the Appeals area of the Planning Portal - see www.planningportal.gov.uk/pcs.

The Inspectorate will publish details of your appeal on the internet (on the Appeals area of the Planning Portal). This may include a copy of the original planning application form and relevant supporting documents supplied to the local authority by you or your agent, together with the completed appeal form and information you submit to the Planning Inspectorate. Please ensure that you only provide information, including personal information belonging to you that you are happy will be made available to others in this way. If you supply personal information belonging to a third party please ensure you have their permission to do so. More detailed information about data protection and privacy matters is available on the Planning Portal.

The Secretary of State can allow a longer period for giving notice of an appeal, but will not normally be prepared to use this power unless there are special circumstances which excuse the delay.

The Secretary of State need not consider an appeal if the City Council could not for legal reasons have granted permission or approved the proposals without the conditions it imposed.

In practice, the Secretary of State does not refuse to consider appeals solely because the City Council based its decision on a direction given by him.

PURCHASE NOTICES

If either the City Council or the Secretary of State refuses permission to develop land or grants it subject to conditions, the owner may claim that he can neither put the land to a reasonably beneficial use in its existing state nor can he render the land capable of a reasonably beneficial use by the carrying out of any development which has been or would be permitted. This procedure is set out in Part VI of the Town and Country Planning Act 1990.

COMPENSATION

In certain limited circumstances, a claim may be made against the City Council for compensation where permission is refused or granted subject to conditions by the Secretary of State. The circumstances in which compensation is payable are set out in Section 114 of the Town & Country Planning Act 1990.



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