

BOROUGH OF KETTERING

Committee	Full Planning Committee - 14/11/2017	Item No: 5.3
Report Originator	Pritesh Shah Senior Development Officer	Application No: KET/2017/0612
Wards Affected	All Saints	
Location	Ashley Court Residential Home, Reservoir Road, Kettering	
Proposal	Full Application: Extension to care home to provide 63 beds, increase car parking, creation of vehicular access, reduction of the lift overrun from 2150mm to 850mm	
Applicant	Mr K Rajakanthan, Regal Care Home,	

1. PURPOSE OF REPORT

- To describe the above proposals
- To identify and report on the issues arising from it
- To state a recommendation on the application

2. RECOMMENDATION

THE DEVELOPMENT CONTROL MANAGER RECOMMENDS that this application be APPROVED subject to the following Condition(s):-

1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this planning permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended) and to prevent an accumulation of unimplemented planning permissions.

2. The development shall be carried out in accordance with the approved plans set out within the approved plans list table in this decision notice.

REASON: To clarify the scheme and for the avoidance of doubt.

3. No works shall commence on site until details of the render mixes; timber cladding and brickwork to be used in the external elevations of the building have been submitted to and approved in writing by the Local Planning Authority. Details shall include the colour (RAL number where applicable) and manufacturer. The works shall not be carried out other than in accordance with the approved details.

REASON: To ensure the proposal is in-keeping with the character and setting of the street scene in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

4. No vehicles making deliveries to or from the site during the construction of the development shall enter or leave the site, and no plant or machinery shall be operated, except between the hours of 08:00 and 18:00 hours Mondays to Fridays and between 08:00 and 13:00 hours on Saturdays. There shall be no deliveries, or operation of plant or machinery, on Sundays or recognised public holidays.

REASON: To minimise noise disturbance to neighbouring residents during the construction of the development in the interests of amenity in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

5. For the avoidance of doubt the 'green roof' as defined in the Site Block Plan (A-XX-2000 rev P2) will not be accessible for residents, staff and visitors of the care home and shall be accessed only for maintenance purposes only. Care associated with the residential care home shall not take place anywhere on the site, except within the building.

REASON: To protect the amenities of the occupiers of nearby premises from unreasonable noise levels in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

6. No development shall commence until vehicular visibility splays of 2 metres by 43 metres and pedestrian visibility splays of 2 metres by 2 metres have been provided at the junction of the access road with the public highway, and these splays shall thereafter be permanently kept free of all obstacles to visibility over 0.9 metres in height above carriageway level.

REASON: In the interests of highway safety in accordance with policy 8 of the North Northamptonshire Joint Core Strategy.

7. No development shall commence on site until details of measures to be taken to prevent spoil or mud being deposited on the public highway from vehicles leaving the site during the construction works have been submitted to and approved in writing by the Local Planning Authority. Such measures shall be fully implemented before the development commences and shall be retained for the duration of the construction period.

REASON: Details of measures to prevent spoil or mud being deposited on the highway are necessary prior to the commencement of development in the interests of highway safety in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

8. Development shall not commence until a drainage strategy to ensure surface water does not discharge onto the highway, including on and off-site works has been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved strategy, and the extension shall not be occupied or the use commence, whichever is the sooner, until the approved strategy has been fully implemented.

REASON: A drainage strategy is necessary prior to commencement of development to ensure a satisfactory development in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

9. No development shall take place on site until details of the method of construction of the means of access have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be fully implemented before the use hereby permitted is commenced, or the building is occupied, whichever is the sooner.

REASON: Access details are necessary prior to the commencement of development to ensure a satisfactory means of access to the highway in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

10. The gradient of the access drive shall not exceed 1 in 15 within 5 metres of the edge of the carriageway of the adjoining highway.

REASON: In the interests of highway safety in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

11. No development shall take place on site until a Noise Management Plan for protecting the neighbouring dwellings from noise from operational activities through an intensification of the care home has been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved scheme and the scheme shall be fully implemented before any of the permitted rooms in the care home extension are occupied.

REASON: Noise protection measures are necessary prior to the commencement of development to ensure that acceptable noise levels within the dwellings and the curtilages of the dwellings are not exceeded in the interests of residential amenity in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

12. Prior to the commencement of development hereby permitted, a scheme and timetable detailing the provision of a fire hydrant shall be submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied until the hydrant serving the development has been provided in accordance with the approved details.

REASON: To secure the provision of fire hydrants in the interests of safety in accordance with policy 8 of the North Northamptonshire Joint Core Strategy.

13. No development shall commence until details of contractor and visitor parking during the construction phase has been submitted and approved by the Local Planning Authority. The construction of the development shall then be in accordance with the approved details.

REASON: To ensure highways safety during the construction phase in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

Officers Report for KET/2017/0612

This application is reported for Committee decision because there are unresolved, material objections to the proposal.

3.0 Information

Relevant Planning History

- KET/1988/0906 – Construction of fire escape and stairwell at Northam House Elderly Persons Home. Approved.
- KET/2016/0688 – First floor extension to lounge, second floor extension to create 12 no. bedrooms, cladding to exterior walls, green roof system and re-configuration of car park to provide 4no. additional spaces. Approved.

Site Visit

Officer's site inspection was carried out on 25 October 2017.

Site Description

The application site comprises of an existing care home that is two storey in scale and constructed of brick and timber cladding with a flat roof. Pedestrian access is off Reservoir Road and there is also a car park to the eastern side of the application site. Surrounding the application site are existing residential uses comprising of detached and semi-detached single storey and two storey dwellings. Adjacent to the application site to the east is Northam Court which comprises of 10 single storey dwellings for the elderly whilst further along Reservoir Road are blocks of flats.

Given the topography of the land, the existing care home is set at a slightly higher level than 51 Reservoir Road to the west and is seen to be considerably lower than 71 Reservoir Road to the east.

Proposed Development

The proposal seeks an extension to the existing care home to provide a total of 63 rooms. The current care home has 33 bedrooms and under KET/2016/0688 the total number of rooms increased to 45. The current scheme therefore sees an increase of 18 rooms.

The proposed extension follows the previously approved scheme (KET/2016/0688), but now includes a further extension to the eastern part of the application site to provide an under-croft over the car park entrance. In terms of height, the current proposal will not be any taller than the previously approved scheme with the height of the proposed extension being 2.3m taller to eaves height compared to the existing building.

To the ground floor the proposal seeks an extension forward of the principal elevation. The most notable part of the extension is at the south-western wing which will project a further 1.7m from the principal elevation.

As part of this current proposal the applicant has reduced the height of the lift

overrun which is now proposed to be 850mm above the height of the proposed extension as opposed to the previously approved scheme (KET/2016/0688) where the lift overrun sat 2.1m above the height of the proposed extension. The reduction in the lift overrun has been as a result of comments raised by Members at committee when KET/2016/0688 was debated.

In terms of parking provision, the proposal will provide 18 off street parking spaces including 1 disabled bay. The previously approved scheme provided 14 off-street car parking spaces including 1 disabled bay.

Any Constraints Affecting the Site

Nene Valley NIA Boundary

4.0 Consultation and Customer Impact

KBC Environmental Protection: No objection subject to a condition for a noise management plan to include details to minimise noise disturbance to the residential properties and residents from the additional traffic, in particular from deliveries and visitors to the site.

NCC Highways: No objections subject to conditions for the submission of a Construction Management Plan, vehicular and pedestrian visibility splays, access gradient, details of surface water drainage, details of hard bound surfacing of the access, no gates or enclosure to be erected within 5.5m of the highway boundary.

Northamptonshire County Council: No objection subject to the applicant entering into a planning obligation to install a fire hydrant and a contribution of £892 per hydrant.

Neighbours: There have been 3 letters of objections received all from residents of Britannia Road. Objections relate to overshadowing and blocking of natural light from the proposed extension as well as a loss of privacy as a result of overlooking.

5.0 Planning Policy

National Planning Policy Framework

Bullet Point 12 of Core Planning Principles

Policy 1 'Building a strong competitive economy'

Policy 7 'Requiring good design'

Policy 8 'Promoting healthy communities', especially bullet point 3 of paragraph 70

Development Plan Policies

North Northamptonshire Joint Core Strategy

Policy 7 – Community Services and Facilities

Policy 8 – North Northamptonshire Place Shaping Principles

Policy 11 – The Network of Urban and Rural Areas
Policy 22 – Delivering Economic Prosperity
Policy 23 – Distribution of New Jobs

Local Plan

Saved Policy 35 – Within Towns

6.0 Financial/Resource Implications

None

7.0 Planning Considerations

The key issues for consideration in this application are:-

1. Principle of development
2. Employment
3. Impact on character and scale of existing building and surrounding area
4. Residential amenity
5. Highways and parking

1. Principle of development

The site is located within the town boundary; the scheme would therefore strengthen the network of settlements within the Borough in accordance with Policy 11 of the JCS.

Bullet point 12 of the Core Planning Principles of the NPPF states that planning should:

Take into account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Bullet point 3 of paragraph 70 of the NPPF states planning policies and decisions should:

Ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community.

Policy 7 of the JCS states development should support and enhance community services and facilities. As the existing care home is considered to be a community facility the principle of its enhancement through an extension to provide an additional 19 bedrooms, a lounge/ diner and office is considered acceptable subject to there being no adverse impact on the character and scale of the existing building and surrounding area, residential amenity and highway safety.

It should be noted that the principle of development is further reinforced

through the grant of an extension to the existing care home under KET/2016/0688.

2. Employment

Paragraph 18 of the NPPF states:

The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.

Policy 23 of the JCS also highlights the importance of job creation especially in non-B class jobs. As part of the proposed development it is anticipated that an additional 10 members of staff will be employed. Details of whether they are full-time or part-time staff is not given. Whilst the number of jobs created is minimal, it should be highlighted that there will also be short-term job creation through the construction of the proposed extension and therefore overall the proposal has the potential to have a significant employment benefit.

The proposed development is therefore considered to be in accordance with the JCS and the NPPF.

3. Impact on the character and scale of the existing building and the surrounding area

Paragraph 60 and 61 of the NPPF states:

Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

The importance of good design is further highlighted in Policy 8 (d) of the JCS which states development should create a distinctive local character by:

Responding to the site's immediate and wider context and local character to create new streets, spaces and buildings which draw on the best of that local character without stifling innovation.

The local area immediately surrounding the application site is predominately characterised by detached and semi-detached dwellings. Opposite the application site on Reservoir Road are three bungalows. Whilst the existing care home occupies a much larger footprint compared to adjacent residential dwellings, its height is two storey in scale which is in-keeping with the scale of development in the surrounding area.

Although the proposal seeks to add an additional floor, the overall height of the development will not increase in comparison to what has already been approved under KET/2016/0688. As part of the previous consent the lift over-run was extended to 2.1m above the height of the proposed first floor extension and as part of this current scheme the lift over-run extends 850mm above the roof of the proposed development.

The proposed development seeks to extend 8.2m from the eastern elevation which will in turn create an under-croft for vehicular access to the car park. The proposal will be built up to the eastern boundary of the site. Although the footprint of the building is larger than that previously approved, when viewed from the streetscene the proposal is not considered to be over dominating or overbearing compared to the previously approved scheme under KET/2016/0688.

It should also be noted that Reservoir Road has quite a steep incline with the land rising west to east. As a result the ridge height of the proposed extension is approximately the same eaves height as the two storey dwelling to the east (71 Reservoir Road) but significantly lower than the ridge height of this building. The eaves height of the proposed extension is marginally taller than the height of the chimney to 51 Reservoir Road to the west of the application site. The eaves height of the proposed development will be 2.5m higher than the eaves height of the existing building and is not considered to adversely impact on the character of the street-scene.

To the south, the proposal also seeks an extension of 1.7m projecting from the principal elevation. The proposed extension will not project beyond the building line of neighbouring 51 Reservoir Road and therefore will not adversely impact on the character of the area and the building line within Reservoir Road.

In terms of design, the existing building has a flat roof design with grey and brown bricks to the elevations and upvc fenestration. There are also elements of timber cladding to the elevation of the building. Generally the existing building appears tired and dated and is not considered to enhance the street scene. The proposed development follows the design approved under KET/2016/0688 with the use of cedar cladding and render to the elevations which is considered to enhance the character of the existing building whilst still respecting the character of the wider area through the use of complementary building materials such as render.

To summarise the scale of the proposed extension is not considered to adversely impact on the scale of development in the area. The proposed building materials used on the elevations are also considered to enhance the existing building and follows materials used in the immediate locality such as render.

4. Residential amenity

Bullet point 4 of the Core Planning Principles in the NPPF states planning

should:

Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

This is also highlighted in policy 8 (e) of the JCS which states development should ensure a quality of life and safer and healthier communities by:

Protecting amenity by not resulting in an unacceptable impact on the amenities of future occupiers, neighbouring properties or the wider area, by reason of noise, vibration, smell, light or other pollution, loss of light or other pollution.

There have been a number of objections from residents to the rear of the care home living on Britannia Road who have raised concerns regarding overshadowing to their properties and a loss of privacy from additional rooms. As part of this application an addendum to the Daylight and Sunlight Assessment submitted as part of KET/2016/0688, has been received. The addendum, which has been carried out by a rights of light surveying specialist, has concluded that the proposed development will not adversely impact any neighbouring properties (including those on Britannia Road and those at Northam Court) through a loss of natural light and that surrounding properties will remain fully compliant with BRE target values for all daylight and sunlight criteria following the implementation of the proposed scheme.

To the rear of the application site, the distance between the additional rooms and the rear elevations of properties along Britannia Road is 50m. The distance from the additional rooms to the northern boundary of the application site is approximately 20m. As part of the proposed extension there will be a number of additional windows on the rear elevation. Given the separation distances between the rear elevation of the proposed development to the rear elevations of properties along Britannia Road, the proposed development is not considered to adversely impact on the residential amenities of these properties.

It should also be noted that the 'green roof' will not be accessible to residents of the care home which will further reduce overlooking to neighbouring residents. There has been an inclusion of a condition restricting access to the roof which will be only for maintenance purposes only.

In terms of the impact to neighbouring 51 Reservoir Road, the current scheme will not have any further impact than the previously approved scheme KET/2016/0688. The extended part of the building will not project any further forward than the principal elevation of 51 Reservoir Road and to the rear does not project any closer to this property than what is approved under KET/2016/0688. The facing side elevation of No. 51 is blank and does not provide openings facing the application site. The proposed extension is therefore not considered to adversely impact on the residential amenity of 51 Reservoir Road as the proposal is not considered to be overbearing or lead to the loss of natural light to what would constitute as unacceptable levels.

Overlooking would also be avoided.

As part of the previously approved scheme, initial concerns were raised with regards to the window forming a new lounge/diner on the principal elevation which was reduced in size during the course of the previously approved scheme. The window sizes and dimensions as part of this current scheme match that what was approved under KET/2016/0688.

To the north-east of the application site is Northam Court which comprises of a small group of bungalows. As the proposed extension is now extending to the eastern boundary of the application site, consideration should be given to the impact on residential amenity to this group of dwellings. Given the topography of the land which rises to the east, the actual ridgeline of the proposed extension will not significantly extend beyond the ridge line of the existing bungalows at Northam Court. There is also a 10m separation distance between the principal elevation of the bungalows at Northam Court and the proposed extension. Taking the above into account it is not considered that the proposed extension will represent a contrived and cramped form of development and will not adversely impact on the residential amenity of the residents at Northam Court.

Furthermore, no objections have been raised by the Council's Environmental Health Team subject to a condition for a Noise Management Plan. It should also be noted that unacceptable levels of noise can be covered through other environmental legislation and through management within the care facility.

In amenity terms the scheme is considered to comply with the requirements of Policy 8 of the JCS and the relevant guidance contained in the NPPF.

5. Highways and parking

Policy 8 (b) of the JCS states that development should make safe and pleasant streets by:

... Ensuring a satisfactory means of access and provision for parking, servicing and manoeuvring in accordance with adopted standards.

As part of the proposed development the applicant will provide 18 off street car parking spaces which includes 1 disabled bay as well as 10 covered cycle parking bays. There is also unrestricted on-street parking.

Existing residential dwellings to the east have private drives providing off-street parking whilst residential dwellings to the west generally have on-street parking. During the case officer's site visits which were during the day and late afternoon, there was ample on-street parking and parking congestion was not observed.

There are no adopted parking standards by the Council, however the County Council have published their own guidance on parking. In accordance with the County Council's Parking Standards, (which is guidance only and not adopted by Kettering Borough Council), the current care home under provides in terms

of parking.

The applicant had submitted a Transport Statement along with this application which has been assessed by NCC Highways who have not raised any objections subject to conditions which include a Construction Management Plan (CMP). Details that NCC Highways have requested under the CMP includes HGV routing details and details of on-site storage compounds. As the proposal is essentially an extension to the existing building it should be treated as such and therefore details of HGV routes and storage compounds is not considered necessary for this scale of development.

It is not considered that the proposed development will result in undue parking congestion in the locality from additional visitors. The applicant has made provisions for off-street vehicle and cycle parking and there is also sufficient on-street parking as demonstrated by the submitted Transport Statement. There is an existing vehicular access into the application site which is considered to provide adequate pedestrian and vehicular visibility splays and the proposed access is also considered to provide adequate visibility splays. The proposed development is therefore not considered to lead to highway safety concerns and is in accordance with Policy 8 (b) of the JCS.

Conclusion

To conclude the proposed development will allow an existing business and community facility to expand and modernise whilst providing an extra 10 jobs. The proposed extension will add an additional 2.3m to eaves to the height of the existing building and will also see the introduction of render and timber cladding to the elevations creating a modern look to the building and enhancing the appearance of the building in the street-scene. The proposal is not considered to adversely impact on the character and scale of the existing building and surrounding area, and is not considered to cause any undue adverse impacts on neighbouring residential amenity or lead to any highways safety issues.

As such the proposed development is considered to be in accordance with Policy 7, 8, 11, 22 and 23 of the JCS and the NPPF and is therefore recommended for approval.

Background Papers

Title of Document:

Date:

Contact Officer:

Pritesh Shah, Senior Development Officer on 01536 534316

Previous Reports/Minutes

Ref:

Date: