

BOROUGH OF KETTERING

Committee	Full Planning Committee - 14/03/2017	Item No: 5.1
Report Originator	Pritesh Shah Senior Development Officer	Application No: KET/2016/0688
Wards Affected	All Saints	
Location	Ashley Court Residential Home, Reservoir Road, Kettering	
Proposal	Full Application: 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 4 no. additional spaces	
Applicant	Mr K Rajakanthan	

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 streetscene 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-XXX-2000 rev P5) 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 visibility splays of 2 metres by 40 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.

Officers Report for KET/2016/0688

This application is reported for Committee decision because there are unresolved, material objections to the proposal and members of the Planning Committee sought to defer the application on 17 January 2017.

3.0 Information

Relevant Planning History

- KET/1988/0906 – Construction of fire escape and stairwell at Northam House Elderly Persons Home. Approved.

Site Description

Officer's site inspection was carried out on 26 October 2016.

This planning application was taken to committee on 17 January 2017 and was deferred by members as there were design concerns relating to windows on the front elevation, the scale of lift towers and the sizes of parking spaces.

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 proposed development seeks an extension to the existing care home to provide an additional floor comprising of 12 residential rooms, a lounge/ diner and a shower room. The extension will increase the height of the existing building by 2m and also provide for a green roof with no access by residents. As part of the proposed development render and timber cladding will replace the existing brick elevations.

Originally the applicant had come in with a scheme for an additional 15 bedrooms to the current care home facility which has now been reduced to an additional 12 rooms. This was at the request of the Council to lessen the impact on scale and adverse residential amenity to neighbouring residents. This is discussed in greater detail within this report.

The application was taken to Planning Committee on 17 January 2017 and was deferred to allow amendments to be made relating to fenestration detailing and design, parking and the lift towers on top of the building. The applicant has submitted revised plans to show the top floor window detailing forming part of the proposed lounge/ diner to match the rest of the fenestration

detail in the building.

Any Constraints Affecting the Site

Nene Valley NIA Boundary

4.0 Consultation and Customer Impact

KBC Environmental Health: No objections.

NCC Highways: No objections but cannot presently support the application. Concerns have been raised in relation to the dimension of parking bays and the location of the disabled bay and the short stay cycle space. NCC Highways have also commented that there has been no details submitted in relation to the cycle rack which appears too small for the number of cycles intended for its use.

The applicant has amended the plans to take into account comments from NCC Highways and other concerns raised relating to design. As such a further consultation has been carried out and any comments in relation to the amended plans will be relayed via the written updates to this application.

Neighbours: There have been 9 objections (from 8no. different addresses) received from neighbouring residents along Reservoir Road and Britannia Road which is to the rear of the application site. Common themes in the letters of objections include:

- Overlooking from the larger windows and the front extension protrusion.
- The development results in an overbearing form of development and concerns of overshadowing to neighbouring properties.
- Increased level of on-street parking from visitors and employees and the non-compliance with parking standards.
- Nuisance during construction phase and adverse impact on residential amenity from construction traffic and noise.
- Noise from additional residents.

The applicant has sought to address some of the design concerns raised in relation to the development being overbearing and causing overshadowing to neighbouring properties by reducing the scale of development to the western elevation. This was done before the application was taken to Committee on 17 January 2017 at which point neighbouring residents were consulted.

Since the application was deferred by members on 17 January 2017, the applicant has sought to address concerns raised by members. This application has not been consulted with neighbours as the overall scale and design of the scheme has not changed and the impact on neighbouring residential amenity has not become worse through the amendments.

5.0 Planning Policy

National Planning Policy Framework

Bullet Point 12 of Core Planning Principles

Section 1 'Building a strong competitive economy'

Section 7 'Requiring good design'

Section 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 12 bedrooms, a communal bathroom, a lounge/ diner and a staff-room 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 throughout the course of this application the applicant has reduced the number of proposed bedrooms from 15 to 12 to reflect concerns that were raised in relation to the design of the scheme which is discussed in greater detail below.

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 an additional 4 part-time jobs are proposed to be created. 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 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.

Whilst concerns had been raised by members regarding the height of the lift shaft, it is not considered that this feature will be easily seen in the street-scene. The applicant has sought to reduce the lift shaft over-run, however through further analysis this is not possible due to the mechanics of the lift shaft which needs to sit above the lift to give access to the proposed floor. As such both lift shaft over-runs are 2.1m above the roof height of the building. Given the sizes of the over-runs compared to the scale of the overall building, the over-runs are not considered to detract away from the character and scale of the proposed building or adversely impact on the character of the street-scene.

Reservoir Road has quite a steep incline with the land rising west to east. As a result the eaves height of the existing building is approximately the same eaves height as two storey dwelling to the east (71 Reservoir Road) but significantly lower than the ridge height of this building. The eaves height of the building 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. Any adverse impact caused is outweighed by the social and economic benefits this proposal brings.

In terms of design, the existing building has a flat roof design with grey and brown bricks to the elevation 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 extension seeks to modernise the design of the existing building. This includes adding render to the elevations and using horizontal timber cladding to parts of the proposed extension. The new palette of materials used in the existing building and the proposed extension 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.

Concerns had been raised by members at committee on 17 January in relation to the fenestration detailing used for the lounge/ diner windows which did not match the formalised design used in the rest of the principal elevation. The applicant has amended this and has shown a more uniform fenestration arrangement which has resulted in the reduction of the size of the window for the proposed lounge/ diner.

In design terms the scheme is therefore considered to comply with Policy 8 of the JCS and the relevant requirements of the NPPF.

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.

As noted above the proposed development has been amended throughout the course of this application to take into account the impact of the scheme on neighbouring residential amenity. Specifically the additional floor adjacent to 51 Reservoir Road has been reduced insofar as the additional floor now does not significantly extend beyond the rear elevation of 51 Reservoir Road. 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.

On this note the applicant has reduced the size of the window forming the proposed lounge/diner which will limit any overlooking to properties opposite the application site.

As part of the submitted plans the applicant has submitted a Day Light and Sunlight Impact Assessment which has concluded that as a result of the proposed extension to create an additional floor, there will be no noticeable impact on neighbouring properties.

A small part of the additional floor also projects approximately 1m forward from the principal elevation of the existing building. Whilst part of the extension is closer to properties opposite the existing care home, the proposal is not considered to cause any further loss of natural light or overlooking compared to what is already observed through the existing care facility. It should also be noted that at its closest point the proposed extension is 18m from the principal elevation of 52 Reservoir Road (opposite the application site) and for the majority of the site the proposed extension will be over 28m from the principal elevation of bungalows opposite. Given the distances involved the proposed extension, which will add an additional 2.5m to the height of the existing building, is not considered to cause a loss of natural light to properties opposite and cause any further overlooking than what is already observed through the existing care home facility. It should be noted that new views would not be provided that are already available from within the facility.

The existing building comprises of 2 wings to rear, with the eastern wing being extended with an additional floor. There is a separation distance of over 20m from the rear elevation of the care home to the rear elevation of 58 Britannia Road. The proposed extension which will result in the east wing being raised 2.5m in height is not considered to cause any loss of natural light or cause an overbearing form of development to properties to the rear of the application site given the separation distances involved.

There will be a number of new windows to the east elevation as a result of the proposed extension, however as there are a number of existing windows on this elevation, the new openings would not cause any further overlooking than what is already provided from the existing facility.

The existing care facility provides care for residents with dementia, residential care and respite care. Concerns have been raised by neighbouring residents relating to noise where it is felt that the extension (which will provide an extra 12 bedrooms) will lead to unacceptable noise arising from new residents, especially dementia residents. The care home currently has 32 rooms for residents. The inclusion of an additional 12 rooms is not considered to cause any significant noise over and beyond what would currently be observed through the existing care facility.

No objections have been raised by the Council's Environmental Health Team and it should also be noted that unacceptable levels of noise can be covered through other environmental legislation and through management within the

care facility.

Noise arising from the construction of the proposed extension has also been raised as a concern by neighbouring residents. It is considered that this can be mitigated through the inclusion of appropriate conditions limiting delivery times as well as the use of plant and machinery to safeguard adjacent residential amenity.

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 14 off street car parking spaces which includes 1 disabled bay as well as 9 covered cycle parking bays. There is also unrestricted on-street parking. Access to the off-street parking bays are via an existing access off Reservoir Road.

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.

Whilst concerns have been raised by neighbouring residents in relation to parking provision, it is generally noted that residents of the care home are not likely to drive. The care home currently operates an unrestricted 'open door policy' for visitors which allows visitors to arrive throughout the day therefore limiting any parking congestion at any certain periods throughout the day. Previous comments received by NCC Highways have only raised concerns relating to the parking layout and not the provision of parking or the submitted Transport Assessment.

The revised plans which have been submitted following committee of 17 January 2017 have been passed to NCC Highways for comment who raised concerns with the manoeuvring distances for parking 13 and the disabled bay which NCC require a 6m distance for cars to reverse out. The applicant has

slightly amended the parking arrangement to accommodate for this and therefore the proposed parking layout which is on private land is not considered to cause highway safety issues.

It is not considered that the addition of 12 rooms 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 by Caneparo Associates dated September 2016. There is an existing vehicular access into the application site which is considered to provide adequate pedestrian and vehicular 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 4 part-time jobs. The proposed extension will add an additional 2m 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.

Whilst concerns have been raised in relation to the under provision of on-site parking, the addition of 12 rooms is not considered to lead to the potential for undue parking congestion in the locality. Furthermore comments from NCC Highways have considered that the submitted Transport Assessment and level of car parking provision is acceptable.

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: