

BOROUGH OF KETTERING

Committee	Full Planning Committee - 08/05/2018	Item No: 5.6
Report Originator	Alan Chapman Development Officer	Application No: KET/2018/0038
Wards Affected	Brambleside	
Location	Satra House, Rockingham Road, Kettering	
Proposal	Full Application: Redevelopment of site to provide a 42 bedroom dementia care home, a 77 bedroom nursing home, and conversion of Victorian villa to provide 8 no. assisted living apartments, together with associated parking, landscaping, and amenity space	
Applicant	Mr A Doyle Avery Healthcare (AH) Kettering 1 Ltd	

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 hereby permitted shall not be carried out other than in accordance with the approved plans and details listed below.

REASON: In the interest of securing an appropriate form of development in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

3. The dementia care home and nursing home facilities hereby approved shall be used only for purposes falling in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 or in any statutory instrument revoking and re-enacting that Order with or without modification).

REASON: To clarify the terms of this consent and in the interests of safeguarding the general amenity of the area in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

4. The noise mitigation measures outlined in chapter 5 of the approved report dated 14th January 2018 by Auracle Acoustics shall be carried out in full prior to the first occupation of any element of the development hereby approved. Following

completion, no alterations shall be made to the approved structure of the units including roof, doors, windows and external facades, layout of the units or noise barriers.

REASON: In the interest of safeguarding residential amenity in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

5. No external plant shall be installed unless a noise assessment that outlines the likely impact on any noise sensitive property, and the measures necessary to ensure that the noise does not affect the local amenity of residents is submitted and approved in writing by the Local Planning Authority. The assessment shall be determined by measurement or prediction in accordance with the guidance and methodology set out in BS4142: 2014. Once approved the plant hereby permitted shall be operated in accordance with the approved details and thereafter maintained in this approved state at all times.

REASON: Details are required prior to the commencement of development in the interest of safeguarding residential amenity in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

6. No development shall take place until an air quality assessment to assess the impact of local air quality on occupiers of the proposed development against the National Air Quality Standards and Objectives has been submitted to and approved in writing by the Local Planning Authority. The submitted assessment shall identify exceedances of the air quality objectives in addition to any mitigation measures required to reduce exposure. Once approved the mitigation measures shall be implemented in full prior to the first occupation of the development and retained where appropriate at all times thereafter.

REASON: Details are required prior to the commencement of development in the interest of safeguarding residential amenity and to protect public health in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

7. Unless otherwise agreed by the Local Planning Authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until part C below has been complied with.

C. Implementation of Approved Remediation Scheme

The approved remediation scheme set out in the submitted Phase II Environmental and Geotechnical Site Investigation document (July 2017) must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

REASON: Contaminated land remediation is required prior to the commencement of development to ensure that risks from land contamination to the future users of the

land and neighbouring land are minimised in accordance with Policies 6 and 8 of the North Northamptonshire Joint Core Strategy.

8. No development shall take place until a programme of archaeological work, in accordance with a written scheme of investigation, has been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.

REASON: These details are required prior to the commencement of development, to ensure that features of archaeological interest are properly examined and recorded, in accordance with Policy 12, Paragraph 141 of the NPPF.

9. No development shall take place (including any demolition, ground works, site clearance, roof stripping,) until a method statement for the protection of bats has been submitted to and approved in writing by the local planning authority. The content of the method statement shall include the:

- a) Purpose and objectives for the proposed works;
- b) Detailed design(s) and/or working method(s) necessary to achieve stated objectives;
- c) Extent and location of proposed works shown on appropriate scale maps and plans;
- d) Timetable for implementation, demonstrating that works are aligned with the proposed phasing of construction;
- e) Persons responsible for implementing the works.

The works shall be carried out strictly in accordance with the approved details in the first planting season after the approval of the method statement, and shall be retained in that manner thereafter.

REASON: In the interest of protecting bats in accordance with Policy 4 of the North Northamptonshire Joint Core Strategy and Chapter 11 of the National Planning Policy Framework.

10. Prior to the commencement of development a Demolition and Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period and the approved measures shall be retained for the duration of the demolition and construction works.

REASON: Details are required prior to the commencement of development in the interests of safeguarding highway safety and residential amenity in accordance with Policy 8 of the Northamptonshire Joint Core Strategy

11. Development shall not commence until a drainage strategy 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 building 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 5 of the North Northamptonshire Joint Core Strategy.

12. Prior to first occupation of the development a scheme of hard and soft landscaping which shall specify species, planting sizes, spacing and numbers of trees and shrubs to be planted and any existing trees to be retained shall be submitted to and approved by the Local Planning Authority. The approved scheme (with respect to soft landscaping) shall be carried out in the first planting and seeding seasons following the occupation of the building, unless these works are carried out earlier. Any newly approved trees or plants which, within a period of 5 years from the date of planting, die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

REASON: To improve the appearance of the site in the interests of visual amenity in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

13. Prior to first occupation of the development a schedule of maintenance for a minimum period of five years for landscaped areas shall be submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation. The development shall not be carried out other than in accordance with the approved schedule.

REASON: To ensure the provision of amenity afforded by the proper maintenance of existing and/or new landscape features in accordance with Policy 4 & 8 of the North Northamptonshire Joint Core Strategy.

14. The new works to be carried out on the villa building to be retained and known as Satra House shall be carried out with brick, mortar, tiles/slate, windows, windowheads/sills to match the existing building.

REASON: To maintain the architectural interest of the building in accordance with Policy 2 & 8 of the North Northamptonshire Core Spatial Strategy.

15. The materials to be used in the construction of all external surfaces of the 42 Bed Dementia Care Home and the 77 Bed Care Home development hereby permitted shall be carried out using the following materials as specified on approved plans AL(0)041 Rev F and AL(0)040 Rev F:

- a) Interlocking concrete roof tile (Colour grey)
- b) Yellow/Brown Brick (Skelton Blend)
- c) Red Brick (Nutcombe Multi).

REASON: In the interests of the visual amenities of the area in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

16. The Avon Close access into the site, as specified on the hereby approved plan AL(9)903 Rev K, shall be kept permanently locked at all times except for those times when emergency vehicles require access into or out of the site.

REASON: To protect the amenities of residents on Avon Close, Severn Way and Welland Road from non-emergency vehicular traffic that enters or egresses the development site, in accordance with Policy 8 of the North Northamptonshire Joint Core Strategy.

Officers Report for KET/2018/0038

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

3.0 Information

Relevant Planning History

KET/2016/0123 Demolition of existing buildings. Construction of 42 retirement apartments and 56 assisted living apartments with associated access, parking, landscaping and ancillary development (Refused)

KET/1994/0661 Escape Staircase to Satra House (Approved subject to conditions)

KET/1994/0657 Extension to engineering block (Approved subject to conditions)

KET/1992/0571 Offices (Approved subject to conditions)

KET/1991/0428 Realignment of exist road including additional car parking spaces and new security fencing (Approved subject to conditions)

KET/1990/0664 Erection of new laboratories / offices (Approved subject to conditions)

Site Visit

Officer's site inspection was carried out on 08/02/2018

Site Description

The site is located approximately 1km north of Kettering Town Centre; it measures 1.1Ha in area and covers a square footprint. The eastern boundary of the site bounds Rockingham Road, where there are two (2) separate vehicular access points in place (positioned either side of a brick boundary wall of approximately 2.5m in height). There is a further vehicular access point in place from Avon Close at the south-western corner of the site, although this is not presently in use and is gated off. The site exhibits a sloped topography; it slopes up from the west to the east. The difference in ground level between the two sides of the site is approximately 8 - 9m.

The site's surroundings are predominated by existing residential properties, which vary between one and two stories in height. Properties in the vicinity are predominantly semi-detached, but there are examples of detached houses – most notably on the opposing side of Rockingham Road where there are prominent Victorian / Edwardian properties in-situ.

The site itself contains a large two-storey detached former house (Satra House) that is of L-shaped footprint and situated within the north-eastern corner of the site. This is a brick-built building of Victorian or early 20th century style and of architectural merit. Its south-facing elevation offers the clearest example of this architectural value with its four (4 no.) bay window

features extending up to eaves level accompanied by gabled roof elements, stone surrounds and stone banding across the property's elevations. To the west and south-west of the former house there are a variety of single and two-storey extensions that form a complex of commercial buildings – these cover a notable portion of the central area of the site. In the north-west corner of the site is located a predominantly red-brick-constructed detached two-storey former coach house, last used for office purposes. At the time of submission, the site was not occupied and has been vacant since 2014 due to former businesses relocating elsewhere. Its previous use was for a variety of small businesses for office or research and development purposes under Use Class B1. The site when last operational provided a total of 4,061 sq. m of gross internal floorspace (including basement storage).

Proposed Development

The proposal involves the full demolition of all existing built form on-site, except for the Satra House Victorian villa, and its replacement with two (2 No.) new-build elements that are linked by a connecting corridor. Satra House would be restored and converted to provide 8 No. assisted living apartments with its own dedicated access (Rockingham Road north access) and parking areas. The remaining part of the site would accommodate the new-build element where its access would be solely via the Rockingham Road south access point. The existing access onto Avon Close is to be kept locked, and only used for access for the emergency services.

The new-build element would consist of a 77 bed care home on the central part of the site and a 42 bed dementia care home along the western part of the site. The care home building would be built up to a maximum of 3 No. stories in height with a basement and the dementia care home would be built to a height of 2 No. stories on its principle west elevation with a 3 No. storey element to its south-west corner. Due to the site's noticeably sloped topography, the care homes would be constructed on different plateaued levels giving a stepped storey height progression from west to east.

Background

An earlier proposal (KET/2016/0123) for the construction 42 retirement apartments and 56 assisted living apartments, that entailed the complete demolition of the Victorian villa, of late Nineteenth century origins, and known as Satra House, was refused planning permission primarily because the total loss of a valued and significant non-designated heritage asset (i.e. Satra House) was not justified when balanced against the benefits which the proposal was proposed to deliver.

Following this refusal decision, protracted pre-application negotiations ensued where a revised proposal sought to retain Satra House and enhance its setting. The remaining building would still be demolished and replaced with a two to three storey care and dementia home arranged around a central courtyard. Due to concerns (among others) relating to the proposed western elevation's impact upon the amenities of residents on Severn Way, further design changes were sort through the pre-application process and also as amendments during the early stages of this current planning application

(KET/2018/0038).

It is also noted that the applicant conducted a public consultation event within and for the local community on their proposal prior to the submission of this planning application, so as to help inform and guide their proposal in response to comments they received from the local community.

Any Constraints Affecting the Site

Classified A Road (Rockingham Road)

4.0 Consultation and Customer Impact

Anglian Water Services

Recommend the imposition of a condition requiring a surface water management strategy to be agreed. Also suggest that relevant informatives are applied with respect to ensuring their assets are protected and that appropriate provisions for trade effluent are put in place.

NCC Lead Local Flood Authority

Originally stated that the Surface Water Strategy and Flood Risk Assessment were unacceptable due to insufficient information contained therein, but went onto recommend what amendments were required to overcome their concerns.

Further comments are due on 19th April 2018 on amended details that are anticipated to overcome the LLFA's original concerns. In any event, it is considered that a solution can be found to overcome the technical matters raised.

Highway Authority

Originally objected to the proposal as it failed to meet their standards regarding parking bay sizes, pedestrian visibility, gate set-back, through route, pedestrian access, mobility scooter access and parking bay gradients.

Following negotiations with the LHA, the Applicant and the LPA a set of amended plans and details were submitted that are informally understood to address all of the LHA's original concerns to permit the LHA to support the proposal subject to conditions that they may require.

The LHA's further comments following re-consultation on the above mentioned amendments are due on 19th April 2018 and will be reported by way of an Update to Committee if further comments are received.

Police (Crime Prevention Design)

Regarding the (amended) boundary treatment plan, AL (9) 907E, Northamptonshire Police has no formal objection or comment to the application in its current form.

KBC Environmental Care (Refuse)

No comments received.

KBC Environmental Health

No objections subject to the imposition of conditions to assess, monitor, control and mitigate such matters as noise, contaminated land and air quality.

Natural England

Have no comments to make.

NCC County Archaeologist

The significance of Satra House, formerly known as Avenue House, lies in its historic associations with the industrial heritage of Kettering as well as its historic fabric. Evidence to advance the understanding of the significance of the heritage asset could be lost due to its conversion. In accordance with the provisions of Chapter 12 of the NPPF, it is important that adequate provision is made to investigate and record any remains that are affected. In order to secure this then a condition should be imposed to secure the implementation of a programme of archaeological work.

NCC Ecologist

The (submitted) ecology survey has not found evidence of bat use in the buildings, but has identified potential roost features in all buildings which could not be inspected. An activity survey was done within the last 2-3 year limit under BS42020, but from the more recent survey it appears there's been little if any change.

Accordingly, a condition should be imposed requiring a method statement for the protection of bats during demolition and building works.

NCC Key Services (incl. Education; Fire & Rescue; Libraries; Broadband)

Responded on behalf the Key Services listed as follows:

- Education – Due to age restriction of residents, no S106 Education obligations requested
- Fire Hydrants – Requested the provision of 3 fire hydrants, a condition is recommended
- Libraries – Due to the nature of the proposed development, no S106 obligations requested
- Broadband – Advised that the proposed development be directly served by high quality fibre networks

Northamptonshire Fire & Rescue

No comments received.

NHS GP Services

No comments received.

NHS Nene Clinical Commissioning

No comments received.

Cadent Gas Limited

Identified that there is apparatus in the vicinity of the proposed development. The developer is advised to contact Cadent prior to commencing works to be aware of their responsibilities and obligations.

Kettering Civic Society

No comments received.

Environment Agency

The proposal falls outside scope of matters which the EA is a statutory consultee, no comments to be made.

Neighbours

Three (3) objections received from the following addresses citing the following reasons:

23 Severn Way; 20 Avon Close; 4 Thames Rise

- Overlooking / loss of privacy
- Increase in traffic / parking - along Avon Close, Severn Way, Welland Road
- Highway safety
- Property values will fall
- Use of the Avon Close access point
- Overdevelopment
- Out of character
- Reduce number of stories
- Support site being used as a care home

Six (6) representations received from the following addresses citing the following concerns:

27 Severn Way; 1, 6, 8 Avon Close; 1, 9 Welland Road

- Use of the Avon Close access point
- Suggestion: restrict access to development via the two Rockingham Road entrances only
- Increase in traffic / parking – along Avon Close, Severn Way, Welland Road
- Overdevelopment / out of character
- Demolition/construction traffic using Avon Close access
- Demolition/construction - hours of work controlled
- Overlooking / loss of privacy
- Noise from construction/operational development impact upon health of child
- Loss of amenities
- Loss of light
- Boundary treatments
- Security lights shining into rear of No. 1 Welland Road

5.0 Planning Policy

National Policy

National Planning Policy Framework

Core planning principles

Section 1: Building a strong competitive economy

Section 4: Promoting sustainable transport

Section 6: Delivering a wide choice of high quality homes

Section 7: Requiring good design

Section 8: Promoting healthy communities

Section 11: Conserving and enhancing the natural environment

Section 12: Conserving and enhancing the historic environment

Development Plan

Northamptonshire Joint Core Strategy (JCS)

Policy 1: Presumption in favour of Sustainable Development

Policy 2: Historic Environment

Policy 4: Biodiversity and Geodiversity

Policy 5: Water Resources, Environment and Flood Risk Management

Policy 6: Development on Brownfield Land and Land Affected by Contamination

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

Policy 29: Distribution of New Homes

Policy 30: Housing Mix and Tenure

Local Plan for Kettering Borough

Saved Policy 35: Housing within Towns

Saved Policy 58: Employment within Towns

Supplementary Planning Guidance

Sustainable Design SPD

6.0 Financial/Resource Implications

None

7.0 Planning Considerations

The key issues for consideration in this application are:-

1. Principle of Loss of Employment Use
2. Principle of provision of care home and assisted living apartments
3. Retention of Satra House and heritage & design considerations
4. Crime Prevention
5. Residential Amenity
6. Landscaping & Trees

7. Ecology
8. Highways
9. Drainage
10. Archaeology
11. S106 obligations

1. Principle of Loss of Employment Use

Policy 22 of the Joint Core Strategy looks to safeguard existing and committed sites for employment use unless it can be demonstrated that there is no reasonable prospect of the site being used for that purpose and that an alternative use would resolve existing conflicts. The Employment Land Report that has been submitted as part of this application states that in March 2016, 58% of site was occupied, with 65-70 people employed on the site. However, a more recent update to this has been provided and it is stated that Satra Innovation Park has now closed and the property is now vacant. In terms of employment capacity the site has the potential to accommodate approximately a maximum of 152 jobs. In comparison to the employment provision provided by the three elements of this proposal, which total approximately 110 jobs, equating to 90 full time equivalents positions. Therefore, the capacity on the site in its current use is higher than that of the proposed use.

However, as shown in the Employment Land Report (ELR), it is evident that using the site for employment use in its current state would require significant usage of the site for employment purposes to be viable. At present it is not known for certain whether the site will re-open or if it can attract significant business use to make it viable. However, given that the site has declined in occupancy and has now resulted in its closure, which is likely to be because of the ageing nature of the building and site infrastructure, it is evident that the site may not be attractive for businesses to use which has resulted in a subsequent drop in demand.

The latest evidence to show supply for B1 floorspace is included within the latest AMR which was published in December 2016 for the 2014/15 monitoring year. This stated that 49.4ha of employment land was available, including 30ha of office floorspace. It was also reported that there remains a significant supply of available employment land across the area which benefits from an extant permission or allocation for employment purposes. Although this gives an indication of the supply of employment floorspace in the area, a more recent update to this figure would provide a more accurate picture of the current level of supply, where it would be easier to gauge whether there is sufficient supply at present. This could therefore be used to justify either the loss of the Satra House site for employment purposes or potentially the retention of the site if more recent data suggests a shortfall in supply of office (B1) floorspace.

On 5th September 2017 it was reported to Planning Policy Committee that as part of the SSP2, the Council are in the process of procuring consultants to undertake an Employment Land Study with the purpose of providing an overview of market conditions, opportunities for local employment provision as well as assess the future suitability of employment land and premises. Again this

would assist in providing an up to date overview of both supply and demand of employment land.

Based upon the conclusions found within the submitted ELR where extensive marketing has failed to secure a long term viable B1 (office) tenant and that Kettering, through the AMR, has 29.36ha of employment land for offices and 10,226.5sqm of existing stock available then it is reasonable to conclude that the loss of this B1 site in exchange for a care home, C2 use, (where 90 jobs are forecasted to be delivered) set against the current employment land supply

2. Principle of provision of care home and assisted living apartments

Criterion (f) of Policy 30 of the Joint Core Strategy encourages proposals which provide for market and affordable housing to meet the specialised housing requirements of older households, which includes designated, sheltered and extra accommodation. This scheme looks to provide a mix of accommodation types, which allows for older households to down-size to smaller accommodation. The development would therefore aid the delivery of housing for the elderly, both towards the overall target as well as those units required for those with more specialised needs such as dementia care. In addition to this, the proximity of the site is sufficient so to gain access to the town centre for facilities and services.

The Kettering Borough Council Housing Strategy (2015-2020) sets out how the Council will meet the housing needs and services for the residents of Kettering Borough. It states that there is likely to be a significant increase in the elderly population, compared to other demographic groups, between 2015 and 2037. It is also said that there is reduced capital and revenue resources for the council to provide additional accommodation for the ageing population. The proposed development of the Satra House site would contribute to the provision of housing for the elderly, especially for those who require additional care beyond retirement living.

In addition to this, the 2015 Strategic Housing Market Assessment (SHMA) Update shows that the minimum requirement for housing for those aged 65 or over is 5825 units, 56% of the total housing requirement, between 2011 and 2031. This development would therefore aid the delivery of housing for elderly both towards the overall target as well as those units required for those with more specialised needs such as dementia care, as well as that provided in the care home.

A more recent study, 'The Study of Housing and Support Needs of Older People Across Northamptonshire' (March 2017) has set out a number of conclusions and recommendations in relation to the meeting need the housing needs of elderly people in the county. This study has identified a shortfall of care home provision which meets CQC (Care Quality Commission) standards and therefore identifies a requirement of 909 for Northamptonshire care home beds between 2017 and 2030.

The provision of 119 care home beds as part of this proposal will provide a significant proportion of this and provide for those who require specific types of

care such as dementia. The provision of this element of the scheme would assist in fulfilling a need which has been identified in the previously mentioned study for more specialised care, where it is recommended that at least one scheme be provided in each district over the next 3-5 years. Therefore it is possible that the delivery of this scheme could fulfil this requirement for Kettering Borough within this timeframe.

The principle of providing a development of 8 assisted living apartments on the site and two care homes (with a combined total of 119 beds) would provide a substantial contribution towards the identified elderly housing needs forecasted for Kettering Borough and is supported. Additionally, this proposed facility (essentially a final home for many or most) would potentially allow the opportunity for local people to remain in the local area, where they may have locally based family members and friends, and not being displaced to alternative facilities out of their local area.

3. Retention of Satra House and heritage & design considerations

The application site lies on the eastern side of Rockingham Road. Satra House has its origins Avenue House, constructed by the Kettering Iron and Coal Company in the early 20th century and occupied from around 1912 to 1923 by Henry James Preston, Managing Director of KICC. The Heritage Assessment submitted with this application indicates that the house shown on the 1900 Ordnance Survey was the precursor of Avenue House; the house now survives as Satra House. The significance of the building formerly known as Avenue House lies in its historic associations with the industrial heritage of Kettering as well as its historic fabric.

The NPPF, paragraph 141 says that the local planning authority should require the developer to record and advance understanding of the significance of heritage assets to be lost due to development. In this case a programme of building recording to Level 2 as defined in Historic England: Understanding Historic Buildings (2016) is recommended.

Satra House constitutes a neatly detailed, part Victorian / part Edwardian, brick-built building located in the north-east corner of the application site. Its south-facing elevation offers the clearest example of the building's architectural merit, with its 4no. bay window features extending up to eaves level accompanied by gabled roof elements, stone surrounds and stone banding across the property's elevations. An expansive lawn area immediately to the south of the building contributes positively to its setting. It is acknowledged that the building has been the subject of a number of insensitive modern alterations such as the installation of UPVC windows and air conditioning equipment, but it is considered that Satra House still exhibits notable architectural interest and has historical significance.

To the west and south-west of the former house are located a variety of extensions and ancillary outbuildings that form a complex of commercial buildings associated with the most recent use of the site. Whilst these buildings reference the site's 20th century evolution, it is considered that they have very limited architectural and historic significance.

Evidence for the development and use of the building will be lost due to conversion. This does not however represent an over-riding constraint on the development provided that adequate provision is made for the investigation and recording of any remains that are affected. In order to secure this a condition for an archaeological programme of works as per NPPF paragraph 141 would be imposed.

Through the pre-application process, which ensued after the refusal of the earlier proposal (KET/2016/0123) involving the complete demolition of Satra House and preceded this development proposal, the Applicant was able design a scheme which would not only retain Satra House, but would also renovate it close to its original former glory and provide an enhanced setting to it by creating an open vista to its southern elevation with landscaped gardens immediately to the south leading onto the necessary parking area. This open vista would afford pleasant views onto the villa's southern elevation, largely not possible with the site in its current condition, that not only enhance this non-listed heritage asset but would be of visual amenity public benefit.

To ensure that the Satra House villa is architecturally enhanced and its setting is also enhanced, then conditions would be imposed to control the choice of materials used on its exterior where for example windows/doors are to be replaced or other elements of its façade are to be made good. The submitted proposed elevations explain that the existing materials of the building are to be retained; the façade would be cleaned and made good where necessary.

The proposal is in compliance with Policy 2 of the NNJCS.

4. Crime Prevention

Policy 8 (e (iv)) of the NNJCS requires that schemes seek to design out antisocial behaviour and crime and reduce the fear of crime through the creation of safe environments that benefit from natural surveillance, defensible spaces and other security measures. The National Planning Policy Framework (NPPF) states that "Planning policies and decisions should aim to ensure that developments create: Safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion (para.58); and Safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas" (para.69).

The Crime Prevention Design Advisor (CPDA) initially commented on the proposal and latterly provided further comments on the amended proposal by stating that they have no objections or additional comments to make.

The CPDA's initial concerns focused upon discrepancies, contained in the submitted plans and statements, on what boundary treatments were to be provided as in certain areas of the site secure areas were to be protected by low 1.2m high fencing which would not provide sufficient protection. However, these concerns were fully addressed in the submitted amended plans where the exterior boundary of the entire site would have boundary treatment up to a

minimum of 2m in height and the secure areas within the site would have boundary treatments to 1.5m in height. Notably, the Avon Close access is to be kept locked and controlled by the proposed manager of the care home, and would only be opened for emergency vehicles.

Accordingly the scheme as proposed is considered to comply with the relevant requirements of Policy 8 of the NNJCS.

5. Residential Amenity

Paragraph 17 of the NPPF states that development must secure a good standard of amenity for all existing and future occupants of land and buildings. Policy 8 (e) of the JCS is clear that development must not result in an unacceptable impact on the amenities of neighbouring properties or the wider area, by reason of noise, vibration, smell, light or other pollution, loss of light, overbearing or overlooking. The scheme has however drawn objections from adjacent occupiers on the basis of its perceived excessive scale, shading effects and the sensitive overlooking opportunities that would be provided by virtue of the new buildings' placement on the site.

The application is accompanied by a full suite of floor plans and elevations in addition to comprehensive site sections in the interests of demonstrating the newly proposed development's relationship with adjacent properties. In the interests of providing a comparison to the extant situation on site, the submitted sections also include reference to the scale and position of the existing buildings (to be demolished as part of the proposals), the proposed buildings and the proposed buildings that were refused planning permission under KET/2016/0123.

With respect to the relationship with properties situated on the opposing eastern side of Rockingham Road the submitted sections demonstrate that a minimum separation distance of 45m would be achieved. In addition the ground levels in the area rise to the east, meaning that the new development would not be overbearing upon any existing occupiers to the east.

To the west of the site the relationship with adjoining properties would also be considered acceptable. This is because the proposals reduce down to 2 No. stories in height and a separation distance of at least 26m would be maintained between the built extent of development and the western boundary of the application site.

To the southern side of the site there is a mixture of single and two-storey properties in existence. There is a clear height discrepancy between these extant dwellings and the proposed development, which would extend up to 4 No. stories in height. For example, measuring from the submitted site sections, there is an approximate 6m height differential between the closest and most affected neighbouring property on Avon Close (No.22), which would be located approximately 18m away from the proposed built form at its closest point. It is acknowledged that the new building would inevitably have an impact upon the amenities of neighbouring residents to the south of the site but, taking into account the orientation of the site (i.e. located to the north of

Avon Close properties) and the opportunity that exists to soften the relationship through supplementing existing landscaping (particularly to the boundary's eastern end), it is not considered that neighbouring residential amenity would be unduly impacted upon by virtue of overlooking, overshadowing or an overbearing form of development.

To the northern side of the site there would also be inevitable impacts arising from the proposed scheme in the context of neighbouring residential amenity, particularly given that it is proposed that the built extent of development would be sited approximately 16m away from the proposed northern elevation of the development at its closest point. Welland Road bungalow properties are located to the north, the built extents of which are sited approximately 37m away from the proposed northern elevation of the development. It is acknowledged that the proposed built form has been carefully formulated in terms of its staggered built height and the position of window openings to ensure that the amenities of neighbouring residents would not be unduly impacted upon. Officer considerations have been undertaken in the context of the existing built form that is currently positioned on the site and in acknowledgement of the orientation of the site (i.e. to the south of Welland Road with the potential to block the path of the sun to neighbouring properties). It is considered that the relationship in this area of the site is acceptable.

In summary, it is considered that, notwithstanding the significant amount of built development that is proposed, the proposed scheme would not unduly harm the amenities of neighbouring occupiers. It is also considered that the proposed internal living arrangements for both the care homes and the assisted living retirement blocks would be appropriate. The retirement living units comply with the National Space Standards whilst defined refuse storage and communal areas would be provided within both blocks, as would internal lifts in the interests of assisting residents to negotiate the various floor levels (which have been informed by the site's variant ground level). However, for reasons associated with the proposed overdevelopment of the site, as discussed in the earlier sections of this appraisal, it is considered that the amenities of future occupiers would not be adversely affected by the external layout that is being proposed. External amenity areas are generously laid-out with ramped pathways to aid movement over the changing levels of the site.

The amenity spaces would be laid out to readily encourage day-to-day use. The most striking example of this is to the north of the site where the main area of on-site amenity space would be provided. This is an area that corresponds with the patio areas of the ground floor care home units and provides desire lines for residents moving across the site and would be expected to be well used by the most able-bodied and closely situated residents. The enclosed central courtyard area is considered to be commensurate in size with the number of proposed residents and would be largely enclosed by built form by virtue of the proposed high built form that would surround it. The courtyard has a distinct opening to its south-east corner to provide a sense of outlook to open skies as well as a conduit to allow natural light to the courtyard. It is considered that the quality and functionality

of this space is satisfactory for the proposed cliental.

As requested by the Council's Environmental Health Department, in the interests of safeguarding amenity, conditions would need to be applied to any consent to secure a scheme of remediation and a noise assessment relating to external plant. Whilst not expressed by Environmental Health, due to concerns raised by objectors it is considered appropriate and reasonable to apply condition requiring a Demolition and Construction Method Statement to control noise and dust in the interests of safeguarding the neighbouring residents' amenities.

The submitted 'Shadow Analysis' plan (AL(0)030 rev A) helps to illustrate how the proposed development, with its staggered and varying storey heights, would not cause unacceptable shadowing to the surrounding residential properties throughout the year. The above plan features the spring equinox, summer and winter solstices with the sun at 9am, 12pm and 5pm during these days. These comparative dates and times therefore suggest that the surrounding properties would still enjoy acceptable levels of light over an annual cycle.

6. Landscaping & Trees

The applicant has carried out an Arboricultural Report that outlines the desirability of retention for each individual tree specimen on-site. It is encouraging to see that the scheme makes provisions for the retention of 2 No. prominent lime trees at the Rockingham Road frontage as well as other specimens in the south east corner of the site, which currently offer a useful visual buffer. Full details of the protective measures to be installed during construction should be secured via condition in the event that planning permission is granted. As should the final details of the soft and hard landscaping scheme to be implemented.

7 Ecology

The proposal is supported by an Ecology Survey Report, covering habitats and protected species (including bats and birds). The Report advises that no evidence of bat use in the buildings was found, or evidence of any protected species use of the site or suitable habitats for them on-site. The Survey did, however, identify potential roost features in all buildings which could not be inspected. On the advice of the NCC Ecologist an activity survey was done within the last 2-3 years under the limits specified under BS42020, but from the more recent survey it appears there has been little if any change. Accordingly, a condition should be imposed requiring a method statement for the protection of bats during demolition and building works.

Subject to the imposition of such a condition described above, the scheme is therefore compliant with Policies 4 and 8 of the Joint Core Strategy.

8. Highways

Policy 8(b) of the North Northamptonshire Joint Core Strategy requires new development to have a satisfactory means of access, provide for parking, servicing and manoeuvring to adopted standards, and not to have an adverse

impact on the highway network nor prejudice highway safety.

The applicant has actively liaised with the Local Highway Authority (LHA) throughout the planning process in the interests of seeking agreement in terms of the proposed accessing arrangements and the level of on-site car parking provision. The applicant has also sought to demonstrate that the impact of the scheme upon the surrounding roads will be negligible by virtue of the nature of the proposed uses, the care home residents and the retired assisted living residents' abilities and needs to use their own vehicles and the highly likely low level of visitors. The Applicant provided amended access details along with a Supplementary Highways Note (March 2018) (KET/2018/0038/12) to qualify the site's parking provision and traffic generation based upon the Applicant's previous experience from running similar facilities elsewhere in the Country.

To summarise, the provision of 68 parking spaces is in the Applicant's experience an over provision for a 119 bed care home where the health of the future residents would broadly limit their ability to own or use a car.

In response to the comments of objectors and the LHA, all traffic to serve the care homes would only use the existing southern Rockingham Road access. The Avon Close access is to be kept locked and closed and would only be used for emergency vehicles. Residents and visitors to the proposed conversion of Satra House villa into 8 assisted living units would use the existing northern Rockingham Road access. Delivery vehicles and refuse lorries (for the entire development) would use the southern Rockingham Road access.

It is understood that the amended details included all of the LHA's original recommendations that would make the proposal acceptable in highway safety terms and were verbally agreed during a meeting with both parties. Confirmation that these amendments are to the LHA's satisfaction is expected following a recent re-consultation with the LHA. Their comments are due on the 19th April 2018.

In anticipation of the awaited LHAs confirming response, the access and highway related amended details are acceptable subject to conditions that the LHA may require. An update will be provided to Committee on finalisation of these matters.

9. Drainage

Originally the Lead Local Flood Authority (LLFA) stated that the submitted Flood Risk Assessment (FRA) & Surface Water Drainage Strategy (SWDS) did not provide sufficient information to conclude that they were fit for purpose.

Consequently, amended and additional information was provided and the Applicant's drainage consultants, AWS and the LLFA are currently liaising to address the minor outstanding deficiencies in the drainage proposals with the

imminently anticipated expectation that that all three parties agree to a revised and finalised FRA and SWDS that can be formally submitted to the LPA with a recommendation from the LLFA that the drainage proposals are fit for purpose.

It is expected that a satisfactory conclusion of the above matters will be reached before Committee takes place and Committee will be informed of the latest situation via an update.

The expected Committee update is likely to inform that the Lead Local Flood Authority has confirmed that the submitted Flood Risk Assessment & Surface Water Drainage Strategy are fit for purpose and that, subject to appropriately worded planning conditions being applied, the impacts of surface water drainage will have been adequately addressed in compliance with the requirements of Policy 5 of the Joint Core Strategy.

10. Archaeology

NCC Archaeology has confirmed that evidence for the development and use of the building will be lost due to demolition; but that this does not represent an over-riding constraint on the development provided that adequate provision is made for the investigation and recording of any remains that are affected. Building recording has also been recommended. These requests appear appropriate and could be secured via condition in the event that planning permission is granted in accordance with the relevant guidance contained within the National Planning Policy Framework.

11. S106 obligations

There is no need for a S106 agreement, the County Council has confirmed that the scheme does not generate a libraries or education contribution and no other requirements have come out of the consultation process that was undertaken. Informatives are to be applied with respect to County Council's requests for fire hydrants and broadband connectivity – they are considered to be provisions that would be onerous to insist upon by way of either S106 or planning conditions. The provision of private fire hydrants on the site would be covered by the building regulations as part of the building regulation application.

Conclusion

Subject to the imposition of the conditions referred to above and those arising from the anticipated positive concluding comments from the Lead Local Flood Authority and the Local Highway Authority, it is recommended planning permission be granted.

Background Papers

Title of Document:

Date:

Contact Officer:

Alan Chapman, Development Officer on 01536 534316

Previous Reports/Minutes

Ref:

Date: