Report to Planning Applications Committee

Date 6 December 2012

Report of Head of Planning Services

Subject 12/01594/F Site Of Proposed Residential Care Home Ivy

Road Norwich Norfolk

1tem 6(10)

SUMMARY

Description:		to provide a 70 bedroom care
	home (Class C2) with associa	ted access, parking and
	landscaping.	
Reason for	Objection	
consideration at		
Committee:		
Recommendation:	Approve subject to conditions	
Ward:	Wensum	
Contact Officer:	Mr Lee Cook	Senior Planner 01603 212536
Valid Date:	29th August 2012	
Applicant:	Caring Homes Group	·
Agent:	Caring Homes Group	

INTRODUCTION

The Site

Location and Context

1. The site is part of the former Bowthorpe School site which following redevelopment fronts on to Ivy Road, the new spine road into the site. Opposite the site is a new residential development and further along Ivy Road to the north are community facilities for fire services etc and new buildings for office and business uses at the Henderson Centre.

Constraints

2. The site is allocated in the Replacement Local Plan under Policy HOU11 B16. The tree to the north of the site is protected by a Tree Preservation Order and amendments to the earlier office scheme for this adjoining site were made to avoid the loss of this TPO tree.

Topography

3. The site is relatively level with trees within the site and along its eastern border.

Planning History

Outline planning permission was granted in 2002 for a range of developments on the overall former school site. The range of developments proposed was subsequently revised and subject of a separate outline application. The following is a summary of relevant applications: -4/2001/0532/O Redevelopment of former school site to provide Leisure, recreation and community facilities, housing, retail, light industrial, training centre and fire station.
4/2003/0464/O Redevelopment of former school site to provide leisure, recreation and community facilities, housing, light industrial, employment centre, 'make ready' facility for ambulance service and fire station. (Amendment to Outline Planning Permission No. 4/2001/0532/O). 4/2003/0465/F Construction of access road to facilitate development of site. 04/00258/RM Erection of 3 Bay 24 hour Fire Station, Drill Yard and associated facilities. 04/00349/RM Details of playing fields to include sports pitches, running track, skate park, trim track and dog walking area. 04/01088/F 1. New employment centre; B1 office space with associated external works & car parking. 2. Light industrial; B1 units with associated external works including general landscaping.

The specific planning history for the application site includes: -

07/00271/F - Erection of 94 no. bedroom residential care home with associated landscaping and car parking. Erection of new office building and associated car parking. (WITHDN - 29/05/2007). **07/00785/F** - Erection of 94 no. bedroom residential care home with associated landscaping and car parking. Erection of new office building and associated car parking. (APPR - 20/12/2007). This application covered the larger area shown on the site plan. **08/00327/F** - Erection of 70 no. bedroom residential care home with associated landscaping, access and car parking. (WITHDN - 21/08/2008)

08/00929/F - Erection of 60 no. bedroom residential care home with associated landscaping, access and car parking. (WITHDN - 24/10/2008). **08/01116/F** - Erection of 60 no. bedroom residential care home with associated landscaping and parking plus 17 No. units of affordable housing. (WITHDN - 16/01/2009) and **09/00107/D** - Condition 8a - Submission of Arboricultural Assessment of previous planning permission 07/00785/F 'Erection of 94 no. bedroom residential care home with associated landscaping and car parking. Erection of new office building and associated car parking.' (APPR - 13/08/2009).

Application **09/00035/F** for the erection of a new 60 No. bedroom residential care home with associated landscaping, access and car parking was approved by committee on 23rd April 2009. Application **11/00819/ET** for an extension of time period for commencement of development for previous planning permission 09/00035/F was approved by Planning Applications Committee on 21st July 2011.

Equality and Diversity Issues

There are no significant equality or diversity issues.

The Proposal

- 4. The application is for the erection of a two storey building to provide a 70 bedroom care home (Class C2) with associated access, parking and landscaping.
- 5. The earlier permission for the office building on adjoining land within the control of the applicant is not coming forward as part of this new scheme. Should this development proceed it would be unaffected by the current proposal and would share the access road and turning space to enable access to any parking and servicing.

Representations Received

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 3 letters of representation from 2 residents have been received citing the issues as summarised in the table below.

Response
Paras 14 and 17
. a.ao ii ana ii
Paras 19, 20 and 21
1 alas 13, 20 alia 21
Paras 19 and 21
1 4143 13 4114 21
Paras 23, 24 and 25
1 and 20, 21 and 20
Paras 23, 24 and 26
Paras 24 and 27
Para 28
Noted and part of assessment on telecoms

phone mast applications and their heights, with operators claiming required mast heights to clear other surrounding clutter and building masses. Taller building designs will only encourage phone mast operators to plan taller phone masts, further adding to a	applications. Future telecoms applications would be determined on their individual merits. Also para 24
cluttered skyline. Would much rather look at the natural line of protected beech trees to the East, than the	Paras 40
glass entrance. Supports construction of care home making good use of land and creating employment opportunities.	Noted
Request that comments are read out to the planning committee.	Full copy of representations are available to view via Public Access website and it is practice not to read out comments in full.

Consultation Responses

- 7. Historic Environment Service; No objection in principle but request there is an informative note on any consent to advise the applicant that there were possible flint and chalk workings in this area.
- 8. County Community Services: No objection in principle but comments that need is for dementia beds rather than standard residential care.
- 9. County Council S106 Infrastructure and Economic Growth Officer: No objection in principle but comments that based on the location and infrastructure already in place and the type of building proposed, minimum requirement is for 1 fire hydrant with a water supply capable of delivering a minimum of 20 litres of water per second. It is felt that the hydrants could be delivered through a planning condition.
- 10. Norfolk Constabulary: No objection in principle. Has regard to the Secured by Design Sheltered Accommodation Design Guide which should be read in conjunction with Secured by Design New Homes 2010 Design Guide. These guides explain all of the upto-date crime reduction elements of the scheme. Specific advice has been made on entrance; doors and windows; bin storage; perimeters; landscaping; car parking/cycle storage; rear access; the fencing and gate between the building and perimeter fence on the east side; and site lighting features. Also requests consideration of a S106 contribution towards delivering police services.
- 11. Local highway authority: No objection in principle the scheme is similar in transport terms to the previously agreed care home, and has lower traffic generation than other uses approved on the site in the past. Comments raised on matters of access design and parking, see assessment below.
- 12. Environmental protection: No objection in principle but comments raised on matters of noise, contamination etc, see assessment below.
- 13. Natural areas (parks and gardens): No objection in principle but comments the site appears to be of limited biodiversity interest but raises issues of bat impacts, bird protection and potential for biodiversity enhancements, see assessment below

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework:

Statement 4 Promoting sustainable transport

Statement 6 Delivering a wide choice of high quality homes

Statement 7 Requiring good design

Statement 8 Promoting healthy communities

Statement 10 Meeting the challenge of climate change, flooding and coastal change

Statement 11 Conserving and enhancing the natural environment Statement 12 Conserving and enhancing the historic environment

Relevant policies of the adopted East of England Plan Regional Spatial Strategy 2008

ENG1` Carbon Dioxide emissions and energy performance

ENV3 ` Biodiversity

ENV7 Quality in the built environment WM6 Waste management in development

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

1 Addressing climate change and protecting environmental assets

2 Promoting good design
3 Energy and water
5 The economy

Access and transportationSupporting communities

9 Growth in the Norwich policy area

Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

EP16 Water conservation and sustainable drainage systems EP18 High standard of energy efficiency for new development

EP20 Sustainable use of materials

EP22 High standard of amenity for residential occupiers

EMP1 Small scale business development

HBE12 High quality of design, with special attention to height, scale, massing and form

of development

HOU11 B16 Sites allocated for housing HOU19 Residential Institutions – criteria

NE8 Tree and habitat protection and enhancement.

NE9 Comprehensive landscaping scheme and tree planting

SR12 Green links

TRA6 Parking standards – maxima
TRA7 Cycle parking standards
TRA8 Servicing provision

TRA12 Travel plans

Supplementary Planning Documents and Guidance

Energy Efficiency (Adopted - December 2006)

Trees and Development (Adopted - October 2007)

Other Material Considerations

Written Ministerial Statement: 23 March 2011: Planning for Growth

The Localism Act 2011 – s143 Local Finance Considerations

Principle of Development

Policy Considerations

- 14. At various times 3 applications for a care home on site have been approved by Committee. These include in December 2007 application 07/00785/F for a 94 no. bedroom residential care home with associated landscaping and car parking. This included the erection of a new office building and associated car parking on adjoining land. On 23rd April 2009 application 09/00035/F for the erection of a new 60 No. bedroom residential care home with associated landscaping, access and car parking and subsequently on 21st July 2011 application 11/00819/ET for an extension of time period for commencement of development for previous planning permission 09/00035/F.
- 15. The site is allocated in the Replacement Local Plan under Policy HOU11 B16. In the context of the Local Plan the residential care home additionally is considered against Policy HOU19. Since the previous approvals there is no specific policy change arising out of the "saved" policies of the City of Norwich Local Plan. The East of England Plan was introduced in 2008. The Joint Core Strategy was adopted in March 2011 and covers/extends the plan period to 2026. In general these policies compare with the Local Plan and East of England Plan but in some cases have extended the remit of policy. Additionally the NPPF was introduced this year. Given the nature of the application regard has been had to the additional policies listed above.
- 16. The site has good accessibility to local public transport and local community facilities and shops. Given that permission has previously been granted for different types of care home facility on this site and that housing and other mixed use development has already been delivered in accordance with the Local Plan, the principle of the care home use on this site is considered to be acceptable.
- 17. The scale of development fits between the approved extents of care home development proposed for this site. The scheme has regard to siting, access and landscape requirements as previously set and as such the scheme is considered to be acceptable in policy terms.
- 18. Both the City and County Councils welcome the principle of "care in the community" and the development of more special care establishments to meet the needs of the elderly and mentally ill. A number of operation, design and layout issues have been overcome through earlier revisions to the scheme and in terms of care uses on site a nursing care or dementia care use would be acceptable and reflects policy demand for such development. A condition is suggested to control the use of the site in relation to specific care home uses.

Impact on Living Conditions

Noise, Lighting and Disturbance

- 19. The location of the access is a previously agreed for this site positioned to be at the safest location and to enable development of the site in an appropriate manner. A local resident has raised concerns about vehicle lights illuminating houses opposite and also questioned the use of a rumble strip at the entrance point due to concerns about traffic noise.
- 20. The houses opposite are located behind landscape and access spaces. Use of full beam headlights could happen when vehicles stopped to turn at the access. This is likely to be late at night and due to levels of traffic of a very limited length of time.
- 21. Design of footway crossovers and road entrance points can introduce rumble strip features but in design crossovers need to be safe for all road users including pedestrians and cyclists. Change in surface materials can be as successful as any raised feature for the design of road entrances. Other changes in surface materials are shown at the main building entrance to provide a safer road and parking area along this route. Use of a rumble strip is unlikely to generate significant noise at a point in the road where vehicles

- are likely to be moving slowly to negotiate the junction. However a condition is suggested for the submission of surface materials to ensure a suitable design of such features on site.
- 22. Light spill from commercial type buildings can sometimes be an issue and these should aim to limit illumination to the building and circulation spaces. To also reduce impacts on amenity and design a condition is also suggested requiring submission of the details and location of external lighting.

Overbearing Nature of Development, Overlooking and Loss of Privacy

- 23. The building set back from Ivy Road is similar to the early permission on this site and provides space for a significant landscape strip along the road frontage. This mirrors the landscaping strip in front of the houses opposite and with the road width will create a significant distance between new and existing buildings. The new care home is also positioned away from the east boundary and houses off Bowthorpe Road. Changes to the scheme include the removal of some balcony spaces.
- 24. Heights of the building remain at two storeys and comparable in height to previously approved schemes. The single tallest element is the mono-pitch roof to the main entrance which is located approximately half way down the new access road approximately 18 metres from Ivy Road. The scheme also breaks up frontages and roof heights by various design methods. Although not at this height the previous scheme did have mono-pitch roofs and again used design methods to break up the roof line to reduce the visual impact of the building as a single mass. It is considered that the final design and layout of the scheme will not give rise to significant amenity issues for local residents.

Design

Form, Scale and Layout

- 25. The care home building is still two storeys in height and although the building has a relatively large footprint, it has been split in form and elevational treatment to help to reduce the apparent building size and height. Although now a slightly bigger building than the last approved scheme it is still designed to make best use of the site and links and outlook onto the former headmaster's garden. This creates what should be a pleasant south facing core garden area for residents. The building is also designed with a reasonably low roof pitch and the façade to Ivy Road is split into smaller elements to mirror the domestic scale of other building blocks in the area.
- 26. The care home building would be set back from the Ivy Road frontage. The set back from the roadway, layout and landscaping will still provide a reasonable openness to site. The parking and servicing areas have been reduced to an acceptable level and gives more opportunity to provide the building with a reasonable setting and improved landscaping and pedestrian access.
- 27. Contemporary elements have been incorporated in order to provide some visual points of interest and also to ensure the building relates to the more commercial-nature of the adjoining sites on Ivy Road (the fire station and Henderson Business Centre). Discussion has taken place with the agent to agree a suitable palette of materials for the new building. Changes have also been made to window detail and direction of the entrance roof slope. The scheme provides a variety of detailing and structure and overall the detailing, use of materials and design of buildings would result in appropriate forms of development for this site. Details of the materials, joinery and glazing system for the entrance element are suggested as conditions.
- 28. The former Headmaster's Garden adjoins this site and is highly visible from Bowthorpe Road. In terms of the development's relationship to adjoining sites the applicant has revised proposals for a 1.8m high close-boarded fence along the southern site boundary. A 1.8m close-boarded fence will be highly visible from the Bowthorpe Road and would have a detrimental impact on this area and this is now changed to a hoop top fence or

similar. The Police request for a high fence along Ivy Road will have a similar detrimental impact and obscure much of the proposed landscaping. This suggestion has not been pursued with the applicant and alternative means of security to this side of the building will be investigated. Conditions are suggested to ensure that details of boundary treatments are appropriate to the design and setting of the development.

Transport and Access

Car Parking and Cycling Parking, Access and Servicing

- 29. Assessment and discussion has taken place about parking and servicing design and internal site layout has been changed to reflect the Council's maximum car parking standards, improvements to service routes and cycle parking requirements. It has been agreed that turning shown for a service vehicle is appropriate to both service the building and to access bin areas at the rear of the site. A space for an ambulance bay for the Care home is provided and as these vehicles can often need to wait some considerable period of time outside it is suitably located out of the way of other allocated parking spaces.
- 30. Cycle parking provision is indicated on the plans with covered and secure cycle parking provision for staff and 'Sheffield' type stands close to the entrances for visitors. Refuse storage and collection are is shown next to the staff cycle parking and is located in an accessible area next to the parking court and although we do not have a standard for refuse storage for these uses it appears to make suitable provision for the development.
- 31. In terms of internal pedestrian flows there has been consideration given to pedestrian movement to minimise conflict areas between pedestrians and vehicles. Conditions are suggested for provision of parking and servicing requirements and for hard surface materials within this access space. The access road and entry point position onto Ivy Road remain as shown on the previous approval and in transport terms there is no objection to the principle of development.

Travel Plan

32. The Local Plan policy also requires a travel plan, but given the relatively low transport demand of the site a full travel plan is not appropriate in this instance. A condition for the provision of a Travel Information Plan in line with Council guidance should be sufficient.

Environmental Issues

Site Contamination and Remediation

33. The ground conditions report submitted has highlighted that there are some elevated levels of contaminants in some parts of the site. The report recommends that the existing tarmac and made ground on the site be removed (paras. 6.2 and 7.1) and levels made up with imported material. Any permission granted is therefore recommended to be conditional on this remediation being carried out and also standard conditions to ensure site contamination monitoring and certification of materials given the sensitive end use of the site.

Noise, Plant and Machinery

34. In order to ensure that extract flues, ventilation and any external plant/machinery do not become sources of nuisance then it is recommended that any permission granted should be conditional to require approval of suitable details for their installation.

Archaeology

35. The Historic Environment Service has identified some areas of archaeological interest in the wider area. They therefore request that there be an informative note on any permission to advise the applicant that there were possible flint and chalk workings in this area.

Energy Efficiency and Renewable Energy

36. The submitted energy statement explains the commitment to use improved building insulation to walls and floors and using high efficiency heating systems to reduce energy demand compared to known usage data for similar types of development. Building

- orientation and layout of spaces are also indicated to increase solar gain and natural daylight.
- 37. The report reviews a number of options for decentralised renewable or low-carbon energy production. The preferred option is suggested as being a mini CHP unit with combined exhaust heat and electricity generated being sent into the building to share heating load and supplement the electricity supply. The system is suggested as providing in excess of 10% energy requirement and would aim to meet a 19.76% energy production on site. The final detail of system use or maintenance is not clear within the report and a condition is suggested to cover energy requirements for the development.

Water Conservation

38. Water efficiency measures are indicated at this stage as being from rainwater harvesting and use low use water systems. Again exact specification of building design is not provided in full and a condition is suggested to cover water efficiency measures for the development. However; it would appear that the development is capable of meeting requirements for both energy and water as required by JCS policy 3.

Trees and Landscaping

Impact on Trees and Replacement Planting

- 39. The loss of existing trees within the central areas of the site was discussed at the time of the previous application with the arboricultural officer and, given their nature, position and that an alternative replacement landscape scheme was proposed increasing tree numbers on site, it was decided that the loss of these trees was acceptable. The previous conclusion that the development, requiring the removal of these trees, with a newly detailed landscape scheme would sit better with the future landscape of the old Headmaster's garden and landscape strategy for the main spine road into the site thereby complying with Policies NE3, NE8 and NE9 of the Local Plan still stands.
- 40. The application submission detail indicates several replacement trees along both the Ivy Road and southern boundaries which would provide an avenue effect to site edges and adequately make up for any loss on site in terms of tree and shrub replacement. Some variation to tree types is suggested to vary site interest which has been agreed by the applicant. Other important tree features are being retained and it is recommended that the trees are re-inspected so that any retained trees are in as good a condition as possible. To ensure that planting took place and was retained details of the landscaping and maintenance and tree protection measures/works should be required by condition.

Biodiversity

- 41. The site appears to be of limited biodiversity interest, so the main concern would be to ensure that there is no disturbance to breeding birds during construction works. This and the slight possibility that reptiles might be encountered on site during construction works have been adequately addressed in the ecological appraisal. An informative is suggested on this point. From a biodiversity viewpoint, the proposed replacement trees would partially compensate for those to be removed.
- 42. Although (as the ecological appraisal points out) the site does not currently offer opportunities for bats to roost, the locality does offer plenty of suitable habitat for foraging bats, including Earlham Cemetery to the south and the important Wensum Valley corridor to the north and it is highly likely that bats hunt over the proposed development site itself. Condition for site lighting is proposed which should also encourage the applicants to seek advice on whether the external lighting they propose to use is 'bat friendly' and is not likely to disrupt bat foraging behaviour.
- 43. The proposal also has scope to provide a wider range of biodiversity enhancements, e.g. bird and bat boxes, wildlife friendly planting etc that could also add to the residents' enjoyment of the development. Again conditions are suggested for details of biodiversity enhancements to be made on site.

Local Finance Considerations

44. Under section 143 of the Localism Act the council is required to consider the impact of new development proposals on local finance. The proposal would, if approved, have an impact on Council Tax revenue for the Council but in this instance would deliver a scheme which at present is exempt from payment. It also remains important to take into account other material considerations in assessing the merits of proposals, which in this case include the provision of communal residential care development to serve the locality, impacts on residential amenities, design, transport and environmental considerations, amongst other things.

Planning Obligations

Miscellaneous

45. These have already been attended to as part of the original outline consent for this site. At present there is no planning framework or calculation method to consider the requests by Norfolk Constabulary for a S106 contribution towards delivering police services.

Conclusions

- 46. The proposal should help contribute toward the need for new elderly and dementia care provision in Norwich as identified in policy 7 of the Joint Core Strategy. It has been shown that the development, subject to conditions, is an acceptable use on this site. The proposed development also accords with other policy and material considerations which arise from this nature of development and with changes in policy since the previous grant of permission first in 2007, 2009 and 2011.
- 47. The development would relate well to and builds on the ongoing regeneration and character of the surrounding area. The proposed scheme is considered acceptable and would represent an appropriate form of redevelopment for the site, which would not have a detrimental impact on the living conditions of neighbouring residents and would result in an acceptable form, design, layout of development, access and appropriate landscape space that would be in keeping with the surrounding character of the area.

RECOMMENDATIONS

To approve Application No 12/01594/F site of proposed residential care home Ivy Road Norwich and grant planning permission, subject to the following conditions:-

- 1. Commencement of development within three years
- 2. Development in accordance with drawings and details listed
- 3. Details of sample materials; external lighting; joinery (windows and doors)
- 4. Details of access road, site links, car parking, cycle storage, bin stores
- 5. Parking and service areas available before use commences
- 6. Details of Travel Plan
- 7. Details of landscaping, biodiversity enhancements, planting, boundary treatment, walls and fences and site treatment works. Landscape maintenance
- 8. Details tree works and protection
- 9. Implementation of tree works and protection
- 10. Areas to be undisturbed within tree protection areas
- 11. Details, installation and maintenance to ensure that at least 10% of its energy requirement is achieved through decentralised and renewable or low-carbon sources
- 12. Details of water efficiency measures
- 13. Submission of contamination verification plan

- 14. Cessation of site works if further contamination found
- 15. Control of imported topsoil
- 16. Details of plant and machinery
- 17. Details of fume and flue
- 18. Provision of fire hydrant
- 19. Restriction on use to care home only

Reasons for approval: The proposal should help contribute toward the need for new elderly and dementia care provision in Norwich as identified in policy 7 of the Joint Core Strategy. It has been shown that the development, subject to conditions, is an acceptable use on this site. The proposed development also accords with other policy and material considerations which arise from this nature of development and with changes in policy since the previous grant of permission first in 2007, 2009 and 2011.

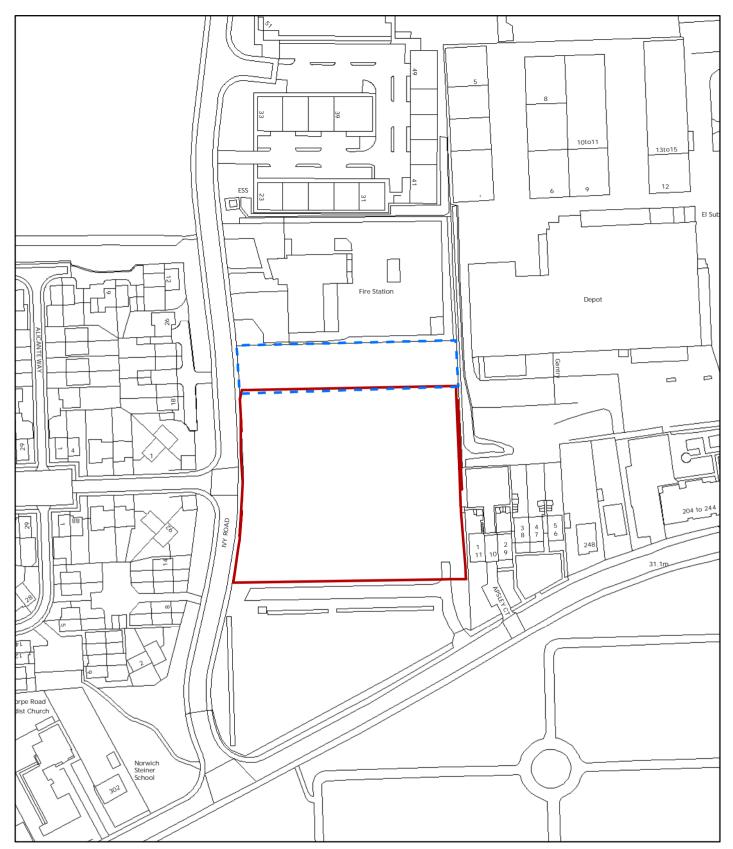
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The proposals are therefore considered to meet the relevant criteria of the National Planning Policy Framework, policies ENG1, ENV3, ENV7 and WM6 of the East of England Plan, policies 1, 2, 3, 5, 6, 7 and 9 of the Joint Core Strategy March 2011 and saved policies EP16, EP18, EP20, EP22, HBE12, HOU11, HOU19, NE8, NE9, SR12, TRA6, TRA7, TRA8 and TRA12 of the City of Norwich Replacement Local Plan, Adopted Version, November 2004 and to all other material considerations.

Informatives

Historic Environment Service advice that there were possible flint and chalk workings in this area.

Work to have regard to wildlife and bird breeding season (1 March – 31 August) Considerate constructors scheme (to avoid noise and disturbance) Vehicle crossovers for site access road will be expected to meet the Highway Authority's specification and to be constructed at the applicant's cost



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Planning Application No 12/01594/F

Site Address Site of proposed Residential Care Home, Ivy Road, Norwich

Scale 1:1,500





IVY ROAD, NORWICH

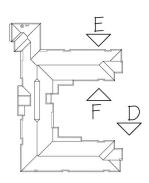
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LANDSCAPE SKETCH MASTERPLAN









ELEVATION D



ELEVATION E





CASTLEOAK CARE DEVELOPMENTS

PROPOSED CARE DEVELOPMENT

IVY ROAD, NORWICH

ELEVATIONS SHEET 2 OF 3

Scale	Al@I:100	Date JUNE 12	Drawn CAP/AD	Checked
Client n	0.	Job no. A-609	Drawing no.	Revision