

Report to

Planning applications committee

Item

8 January 2014

Report of

Head of Planning Services

Subject

Applications no 14/01382/F - St Clements
Nursing Home 170 St Clements Hill Norwich

4E

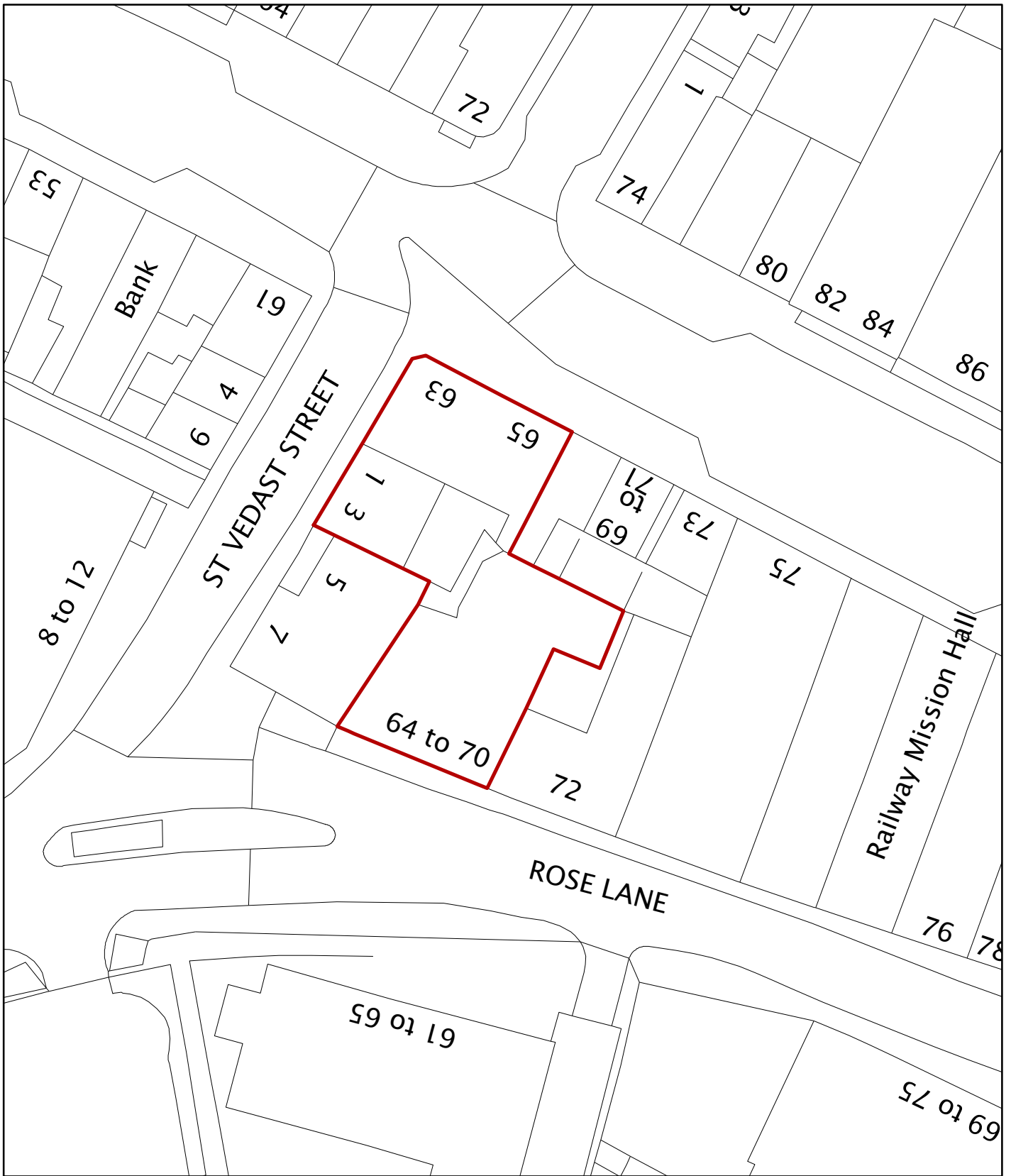
Reason for referral

NR3 4DG Objection

Ward:	Catton Grove
Case officer	Lara Emerson - laraemerson@norwich.gov.uk

Development proposal		
Erection of single storey rear extension and single storey rear and side extension.		
Representations		
Object	Comment	Support
5	0	0

Main issues	Key considerations
1) Design	Scale of development; materials
2) Amenity of neighbours	Protection of privacy; loss of light; loss of outlook
3) Amenity of care home residents	Outside space; protection of privacy; loss of light
4) Transport	Car parking, cycle parking
Expiry date	30 January 2015 (extended from 27 Nov 2014)
Recommendation	Approve



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Planning Application No 14/00920/F

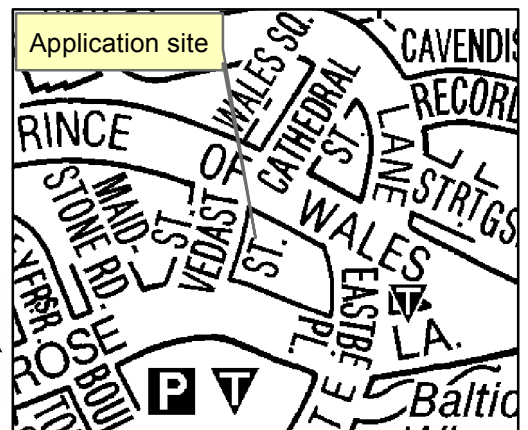
Site Address 63-67 Prince of Wales Road
and 64-68 Rose Lane

Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is located on the west side of St Clements Hill which lies to the north of the city. The area is predominantly made up of detached and semi-detached dwellings set back from the road.
2. The property is in use as a nursing home predominantly for the care of patients with dementia. The home currently provides 17 bedrooms.

Constraints

3. On the site itself there are a number of mature trees along the north and south boundaries.
4. The topography of the area is such that the site is on higher ground than properties to the north.

Relevant planning history

5.

Ref	Proposal	Decision	Date
86/0909/F	Two storey extension and alterations to existing nursing home at 170 St Clements Hill.	APPROVED	21/10/1986
88/1022/F	Erection of two storey building to provide nursing block at 170 St Clements Hill.	APPROVED	17/10/1988
14/00149/F	Erection of two storey rear and side extension to provide communal accommodation, an additional 7 No. bedrooms and reconfiguration of existing bedrooms. Widening of the vehicle access. N.B. The current scheme has come forward following the refusal of this larger scheme in March 2014.	REFUSED	27/03/2014

6. The previous two storey scheme (14/00149/F) was refused for the following three reasons:

1. *The proposals by virtue of their height, location on elevated ground, proximity to boundaries and siting of first floor windows would result in a significant detrimental impact on the amenities of existing properties to the north and south of the site at Park House, Marionville Road and 166a and 168 St Clements Hill. The proposals would lead to the loss of direct sunlight and daylight to amenity space and existing windows within the south elevation of Park House, particularly within winter months. The proposals would also lead to a loss of privacy to Park House and 166a and 168 St Clements Hill. It is*

considered that the impact would result in a significant loss of amenity to existing neighbouring properties and the proposals are therefore contrary to saved policy EP22 of the adopted City of Norwich Replacement Local Plan (2004), policy DM2 of the emerging regulation 22 Development Management Policies Development Plan Document 2013 and paragraphs 9 and 17 of the National Planning Policy Framework 2012.

2. The proposals, by virtue of the lack of outside amenity space and the siting of ground and first floor windows would result in poor living accommodation for residents of the care home. The proposals would create bedrooms with a lack of direct sunlight and daylight on the south side of the extension and bedrooms with a lack of privacy on the north side on the first floor. Additionally, the proposals would leave very limited and poor quality outdoor amenity space which is considered to cause detriment to the wellbeing of residents. It is considered that the proposals would result in poor living standards for care home residents and the proposals are therefore contrary to saved policies EP22 and HOU19 of the adopted City of Norwich Replacement Local Plan (2004), policies DM2 and DM13 of the emerging regulation 22 Development Management Policies Development Plan Document 2013 and paragraphs 9 and 17 of the National Planning Policy Framework 2012.

3. The height and width of the proposed extension leads to an overdevelopment of the site and a mass which would appear out-of-scale with the overall form of development in the vicinity. The proposals would be viewable from Marionville Road and Carterford Drive as well as many private spaces. The proposed development would therefore be contrary to saved policy HBE12 of the adopted City of Norwich Replacement Local Plan (2004), policy DM3 of the emerging regulation 22 Development Management Policies Development Plan Document 2013 and paragraphs 9, 14 and 58 of the National Planning Policy Framework 2012.

The proposal

7. Summary information

Proposal	Key facts
Scale	
No. of storeys	1
Max. height	4.6m
No. of additional bedrooms	5 (making 22 in total)
Appearance	
Building form	<ul style="list-style-type: none"> • Conservatory style communal room • Flat roof brick built side and rear extension to provide 5 additional bedrooms
Materials	<ul style="list-style-type: none"> • Brick walls to match existing • Roof tiling to match existing

	<ul style="list-style-type: none"> • Grey flat roof covering
Transport matters	
Vehicular access	Widened access from St Clements Hill
No of car parking spaces	No change (approx. 6 provided)
No of cycle parking spaces	None proposed

Representations

8. Adjacent and neighbouring properties have been notified in writing. 5 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
The extension is unnecessary and unjustified	Paragraph 16
The building will become over-dominant and will be of an inappropriate scale for the area	Paragraphs 18 & 19
The extension will block light to Park House, Marionville Road	Paragraph 22
The north and west facing windows will lead to overlooking of both Park House, Marionville Road and of care home residents' bedrooms	Paragraph 23
The south facing windows will lead to additional overlooking of 166a St Clements Hill	Paragraph 23
The increased use of the care home will lead to increased noise	Paragraph 24
Increased traffic will create a danger to pedestrians	Paragraphs 31, 33, 34
Increased traffic will cause increased noise and pollution	Paragraphs 31, 33, 34
Current parking pressures exacerbated by additional care home residents	Paragraphs 31, 33, 34
This is an inappropriate location for such a facility, and it shouldn't get any larger	Paragraph 35
The ground works may affect the retaining wall between the care home and Park House, Marionville Road	Paragraph 36

Consultation responses

9. Consultation responses are summarised below. The full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Highways (local)

10. Care homes have very low levels of traffic movement. The care home is not of a size likely to create unreasonable parking pressures on the locality. There needs to be a covered and secure cycle stand for 4 cycles.

Tree protection officer

11. So long as compliance with the submitted AIA is conditioned, the trees will be sufficiently protected.

Assessment of planning considerations

Relevant development plan policies

12. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
 - JCS2 Promoting good design
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
13. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM7 Trees and development
 - DM13 Communal development and multiple occupation
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

14. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
 - NPPF7 Requiring good design
 - NPPF11 Conserving and enhancing the natural environment

Case Assessment

15. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations. The provision of extensions is acceptable in principle since the use of the site is already established.

16. It is worth noting that there is an identified shortage of dementia care facilities, as noted in the JCS. There is a particular need within Norwich.

Main issue 1: Design

17. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
18. The proposed scheme is only of single storey. It will therefore not be easily visible from any surrounding public spaces. Nevertheless, it will be visible from a number of private properties.
19. While the building footprint will be quite substantial in comparison with the surrounding buildings, the reduced height of the proposals lessens the building's impact.

Main issue 2: Amenity of neighbours

20. Key policies and NPPF paragraphs – DM2, NPPF paragraphs 9 and 17.
21. The previous two-storey scheme, refused in March 2014, was considered unacceptable in part due to its impact on the amenity of neighbours to the north of the site.
22. The issue of overshadowing has been addressed by lowering the extension to single storey. The submitted sunlight assessment shows that, despite the land levels, there will be no additional loss of sunlight to neighbours.
23. Most windows face away from neighbours. Following negotiations with the case officer, a window has been part obscure glazed in order to prevent any overlooking.
24. Noise has been raised as a concern by neighbours. Any noise created by the care home is unlikely to increase significantly as a result of these works.
25. As such, the proposals are considered acceptable in terms of their impact on the amenity of neighbouring occupiers.

Main issue 3: Amenity of care home residents

26. Key policies and NPPF paragraphs – DM2, NPPF paragraphs 9 and 17.
27. Following concerns raised in the previous application, several changes have been made to improve the standard of accommodation provided for care home residents.
28. The boundary of the site is currently thick with vegetation. A detailed landscape plan shows that this will be reduced to provide additional usable outside space which is important for dementia sufferers. This area, which is proposed to be secure, is considered modest but sufficient for a care home of the proposed size. A condition is recommended to ensure that the landscape plan is implemented and retained.
29. The reduction of the boundary planting will also prevent overshadowing to residents' bedrooms. Again, this is important since occupants may spend some considerable time in their rooms.

Main issue 4: Transport

30. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
31. The council’s transport officer has no objections to the proposals because the care home is unlikely to generate significant traffic volumes. 6 car parking spaces are provided at the front of the property which, according to DM31, is the maximum recommended for facilities of this size in this location.
32. No cycle spaces have been proposed within the scheme but 6 should be required for a care facility of this size. Details of 6 cycle spaces will be required by condition.
33. A travel plan has been submitted with the application. This encourages staff to use sustainable modes of transport (bus, train, cycling, walking, car sharing etc). Compliance will be required by condition.
34. Subject to these conditions, the development is unlikely to have a significant impact on traffic movements and parking issues. There may be some improvement through the implementation of a travel plan and cycle storage.

Other issues raised

35. Care homes are considered suitable land uses within residential settings since there is limited disturbance to neighbours.
36. Ground works affecting retaining wall

Compliance with other relevant development plan policies

37. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes
Trees	DM7	Yes subject to condition
Access	DM30	Yes
Landscaping	DM13	Yes subject to condition

Equalities and diversity issues

38. There are no significant equality or diversity issues.

Local finance considerations

39. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
40. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
41. In this case local finance considerations are not considered to be material to the case.

Conclusion

42. The design and transport matters are considered to be acceptable in this case. The potential for overlooking and loss of outlook has been minimised and the amenity impacts are considered to be acceptable. The development will result in clear and demonstrable benefits in the form of additional provision for dementia care in Norfolk.
43. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 14/01382/F - St Clements Nursing Home 170 St Clements Hill Norwich NR3 4DG and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Provision of 6 cycle storage spaces. Details to be agreed pre-commencement
4. Obscure glazing to be installed and retained in accordance with drawing 1490.12.6B
5. In accordance with AIA
6. In accordance with Travel Plan
7. Landscaping to be in accordance with drawing 1490.12.3A and retained as such

Article 31(1)(cc) statement

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments at the pre-application and post-application stage the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.