

PLANNING APPLICATION REPORT



ITEM: 08

Application Number: 11/00588/REM

Applicant: Archstone Lifestyle Properties

Description of Application: Reserved matters application (appearance, landscaping, layout and scale) for nursing home with associated car parking

Type of Application: Reserved Matters

Site Address: LAND AT ERNESETTLE LANE ST BUDEAUX
PLYMOUTH

Ward: Honicknowle

Valid Date of Application: 13/04/2011

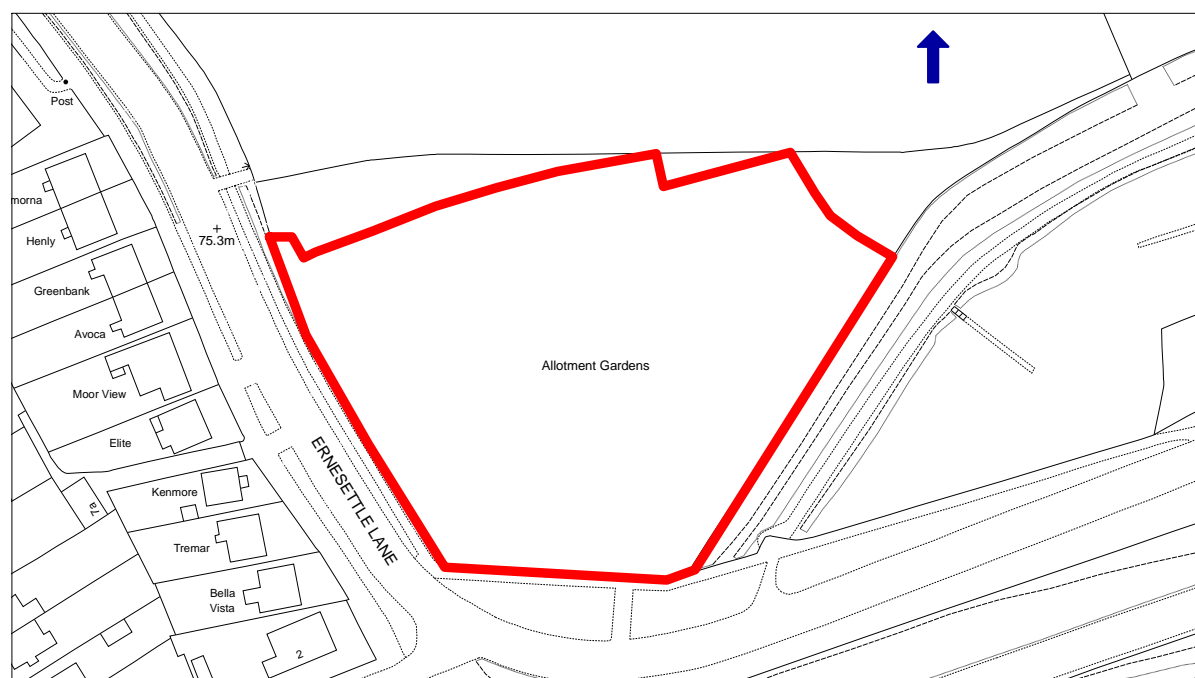
8/13 Week Date: **13/07/2011**

Decision Category: Major Application

Case Officer : Carly Francis

Recommendation: Grant Conditionally

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Site Description

The site covers 1.89 hectares and is located within the St Budeaux area of the city with access off Ernesettle Lane. This is a greenscape area that is bounded to the south by dense overgrowth which has established itself over the earth embankment which forms a scheduled ancient monument. The northern and eastern boundaries are lined with hedges. To the western boundary is Ernesettle Lane, which is fenced off and lined with clusters of small trees, following this are the dwellings of Ernesettle Crescent.

Proposal Description

Reserved matters application (appearance, landscaping, layout and scale) for nursing home with associated car parking.

Relevant Planning History

10/01533 (REM) Reserved matters application (appearance) for religious meeting hall with associated car parking- GRANT CONDITIONALLY

10/01170 (REM) Reserved matters application (landscaping, layout, scale) for religious meeting hall with associated car parking- GRANTED CONDITIONALLY.

09/00669 Outline application to develop land by the erection of buildings to provide a religious meeting hall, and a nursing home with associated car parking and landscaping area; with details of means of access to site- GRANTED CONDITIONALLY.

Consultation Responses

Highway Authority- no objections subject to conditions regarding construction access, car parking provision, cycle storage and a staff travel plan being attached to any grant of planning permission.

Public Protection Service- no objections.

Housing Strategy- no comments received.

Environment Agency- no objections.

Police Architectural Liaison Officer- no objections.

English Heritage- currently liaising with applicant to overcome objections (update to be provided by way of an addendum).

Representations

One letter of representation objecting for the following reasons:

- The building is of an inappropriate scale, will be out of keeping and restrict views.
- The generator building could be noisy and affect residents.

Analysis

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

The main policies relevant to this planning application are CS01, CS03, CS12, CS18, CS19, CS21, CS27, CS28, CS31, CS32, CS33 and CS34 from the adopted Core Strategy.

The principle of developing this site with a nursing care home and religious meeting (Kingdom Hall) has already been accepted through the granting of outline planning permission. The access was also agreed at outline stage. Therefore the purpose of this application is to deal with the reserved matters of appearance, landscaping, layout and scale for the nursing care home. The reserved matters for Kingdom Hall have already been approved.

A pre-application enquiry was received prior to this application and the applicant has taken on advice to improve the layout and design of the building.

For the purposes of assessing the reserved matters relating to this application, each of the reserved matters will be taken in turn.

Scale

The new care home proposed would be two storey. Most of the dwellings opposite along Ernesettle Lane are single storey, despite this; it is not considered that there would be a detrimental impact to these dwellings. The letter of representation received raises concern about the scale of the building however it would be over 30 metres away from the dwellings and therefore would not affect their light or privacy, or appear overbearing when viewed from these properties. The building has also been carefully designed so that despite its two-storey nature it will not appear out of character in the area.

The impact on the approved Kingdom Hall would also be minimal given that this would also be over 30 metres away.

Overall the proposed scheme is considered to be of an acceptable scale and would accord with policies CS02 and CS34.

Appearance

The proposed scheme has been designed with 2 wings consisting of resident's bedrooms and a central hub for communal use. The mass is broken down by creating a variation in the ridge line and the introduction of 'feature bays'. A mixture of facing brickwork and render also helps to break up the elevations along with head and cill detailing to add further visual interest.

Further to this the applicant has been encouraged to increase the number of windows on blank elevations to add interest and to align the windows proposed with one another wherever possible. They have also been advised to use some of the same materials as have been approved at Kingdom Hall. Amended plans have been received to reflect these changes and the applicant is happy to use Plymouth/Devonian limestone in parts of the building and to take on board the suggestion of slate for the roof.

The detailing of the brickwork, render and pitched roofs will reflect similar detailing throughout the area and the appearance of the building is appropriate in having a domestic feel and therefore sympathetic to the character of the area. Details of these materials shall be secured by way of condition, however overall the appearance of the building is deemed to accord with Policy CS02.

Landscaping

Full details of the plant numbers and specifications have been received from the applicant, there were concerns initially raised regarding the ornamental planting treatment along Ernesettle Lane, a more simplified scheme was sought so that it coordinates better with that approved at the adjacent Kingdom Hall. A landscape management plan was also requested.

Tree planting shall be formed within the site to minimise the effect of the car park on the landscape. Such planting shall be further enhanced with low level shrub planting with features particularly suited to the residents of the Care Home including raised beds and sensory planting. The species of plants and trees detailed are considered to be acceptable.

Hard landscaping proposals include a variety of different types of contrasting paving, with parts of the landscaped courtyard, pavements delineating the car parking areas and seated enclosures and paving to areas of the Landscaped Courtyards. The development would have clearly defined public and private spaces. The Resident's garden areas will be securely fenced to create a safe environment. The main parking and servicing areas would be 'overlooked' from the Home to help reduce the threat of crime, insecurity or neglect. The proposed new care home and Kingdom Hall building will be visually linked via a series of walls and gates fronting Ernesettle Lane. This will include a gate house feature at the corner of the care home development. The detailing of the walls and railings will match those approved for the Meeting Hall.

Both the hard and soft landscaping details proposed are deemed to be acceptable and accord with Policy CS18. Conditions shall be attached to ensure that this planting scheme is implemented and the maintenance plan adhered to.

Layout

The proposed footprint of the building has changed from that indicated at outline stage however the building would still be positioned so that it fronts Ernesettle Lane creating a positive street frontage. This street frontage will provide a strong boundary distinction between the public and private realms and enable the 'density of the site' to be focused along established development zones (the road). Setting the building further back into the site would cut their relationship to the existing built environment and in particular to the approved Kingdom Hall.

The proposed care home contains 64 bedrooms. Each of the bedrooms has an en-suite bathroom. The concept of group living involves the design based on clusters of 16 residents, which, in the context of this project are in the form of two identical 'wings' of the building. Each wing contains 16 bedrooms at ground and first floor, with a centrally located lounge and the associated ancillary facilities.

The two 'wings' are attached to the central core of the building where there is the main entrance, communal dining, a shop/bar, administration and staff facilities, as well as adjacent services such as kitchen and laundry. The formal dining area is located at first floor level and spills out on to a terrace area to maximise on surrounding views.

The generator on site has been raised as a concern in the letter of representation received, however it is not considered that it would be a noise nuisance and it would be sited a considerable distance from residential properties (31m). The Council's Public Protection Department have therefore raised no objections to it and it is not deemed to be a concern in terms of noise pollution.

The layout was discussed at pre-application stage and the applicant has taken on advice to ensure that the building turns the corner to ensure continuity of the street frontage.

The parking areas are towards the rear of the site as advised at pre-application stage, this means that the parking area would not be visible from the street in accordance with policies CS02 and CS34.

Impact to Ancient Monument

In determining if the reserved matters are acceptable it is important to consider the impact to nearby ancient monuments. English Heritage has raised concerns about the impact of the building on Scheduled Monument- Ernesettle Battery Embankment. This monument is a well-preserved linear earthwork that formed a protective shield for the former Military Road connecting Ernesettle Battery to the other forts in Plymouth Palmerstonian defences. The layout of the site was a reserved matter and therefore although a layout was indicated at outline stage it is only now that English Heritage has seen the layout of the nursing home being proposed. They are concerned that the proximity of the building to the scheduled ancient monument would have a serious impact to its setting. Since raising these objections the applicant has been working hard with English Heritage to overcome these objections and the applicant is confident that there are a number of enhancement measures that can be offered to raise awareness of the monument that will outweigh any impact had by the building. Suggestions include improving the condition of the monument by removal of undergrowth, providing public access to the nursing home site so that the monuments can be viewed from there on heritage open days and better interpretation of the monument through the erection of an information board/ signs about the monument. The applicant is exploring these suggestions and such measures would be secured by way of a Grampian condition. Having spoken to English Heritage we are hopeful that such mitigation can be agreed and that they will therefore be supportive of the application and agree that it adheres to Policy CS03. An update shall be provided by way of addendum.

Section 106 Obligations

Nil. (not relevant to a reserved matters application).

Equalities & Diversities issues

There will be a level pedestrian access to the front entrance from the public highway and lift access to all floors within the building. By its very nature the building will be accessible to people with all levels of disabilities and will be designed in accordance with Part M of the Building Regulations and in line with BS 8300

Conclusions

The details submitted for the reserved matters of 'scale', 'appearance', 'layout' and 'landscaping' for the nursing home are deemed acceptable and therefore it is recommended that these matters are approved.

Recommendation

In respect of the application dated **13/04/2011** and the submitted drawings A-579/OS, A-579 22A, A-579 23A, A-579 24A, A-579 27A, A-579 28A, A-579 29A, A-579 32A, A-579 35A, ID468.01D, ID468.02A, ID468.03A and the accompanying Design and Access Statement and Planting Schedule sheets 2A & 3A, it is recommended to: **Grant Conditionally**

Conditions

EXTERNAL MATERIALS

(1) No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason:

To ensure that the materials used are in keeping with the character of the area in accordance with Policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

PLANS

(2) The development hereby permitted shall be carried out in accordance with the following approved plans: A-579/OS, A-579 22A, A-579 23A, A-579 24A, A-579 27A, A-579 28A, A-579 29A, A-579 32A, A-579 35A, ID468.01D, ID468.02A, ID468.03A, Planting Schedule sheets 2A & 3A.

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

LANDSCAPE WORKS IMPLEMENTATION

(3) All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with the programme agreed with the Local Planning Authority and thereafter maintained in accordance with the Landscape Management Plan (Hilary Martin report submitted on 3rd June 2011) submitted to and agreed by the Local Planning Authority.

Reason:

To ensure that satisfactory landscaping works are carried out in accordance with Policies CS18 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS OF BOUNDARY TREATMENT

(4) No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, scale and materials of boundary treatment to be erected. The boundary treatment shall be completed before the building is first occupied. Development shall be carried out in accordance with the approved details.

Reason:

To ensure that the details of the development are in keeping with the standards of the vicinity in accordance with Policy CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

TREE PROTECTION DURING CONSTRUCTION

(5) The existing trees and/or hedgerows shown to be retained on the approved plans shall be properly protected with appropriate fencing during construction works. The erection of fencing for the protection of any retained tree or hedgerow shall be undertaken in accordance with Section 9 of BS 5837:2005 (Trees in relation to construction - recommendations) before any equipment, machinery or materials are brought onto the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall an excavation be made, without the written consent of the local planning authority.

Reason:

To ensure that any trees or hedgerows to be retained are protected during construction work in accordance with Policies CS18 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

INFORMATIVE: OUTLINE CONDITIONS

(1) The applicant's attention is drawn to the conditions attached to the substantive outline planning permission (ref.09/00669/OUT) and the need to adhere to these conditions in the implementation of this reserved matters approval.

INFORMATIVE: ADVERTISEMENT

(2) This permission does not give or imply any consent for the advertising material on site. Such advertising is controlled under the Town and Country Planning (Control of Advertisements) Regulations 1992 and the applicants should obtain any necessary consent separately.

Statement of Reasons for Approval and Relevant Policies

Having regard to the main planning considerations, which in this case are considered to be: the acceptability of the appearance, layout, scale and landscaping proposals for the nursing home, the proposal is not considered to be demonstrably harmful. In the absence of any other overriding considerations, and with the imposition of the specified conditions, the proposed development is acceptable and complies with (a) policies of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and supporting Development Plan Documents and Supplementary Planning Documents (the status of these documents is set out within the City of Plymouth Local Development Scheme) and the Regional Spatial Strategy (until this is statutorily removed from the legislation) and (b) relevant Government Policy Statements and Government Circulars, as follows:

- CS28 - Local Transport Consideration
- CS32 - Designing out Crime
- CS33 - Community Benefits/Planning Obligation
- CS34 - Planning Application Consideration
- CS18 - Plymouth's Green Space
- CS19 - Wildlife
- CS21 - Flood Risk
- CS03 - Historic Environment
- CS01 - Sustainable Linked Communities
- CS02 - Design
- CS12 - Cultural / Leisure Development Considerations
- CS31 - Healthcare Provision
- CS27 - Supporting Strategic Infrastructure Proposals
- SPD1 - Development Guidelines