

APPLICATION REPORT – 22/00864/FULMAJ

Validation Date: 7 September 2022

Ward: Chorley North West

Type of Application: Major Full Planning

Proposal: Extensions and refurbishment of existing residential care facility, including three storey extension to eastern elevation, two storey extension to southern elevation, single storey extension to northern elevation and canopy and access ramp to front entrance, landscaping, parking and associated infrastructure

Location: Highgrove House Highfield Road North Chorley PR7 1PH

Case Officer: Mrs Hannah Roper

Applicant: Unity Homes Limited

Agent: Mr Matthew Dixon

Consultation expiry: 6 October 2022

Decision due by: 9 March 2023

UPDATE REPORT

The recommendation remains that planning permission be granted subject to conditions.

1. The application was deferred at the planning committee meeting on 07 March 2023 to allow Members to visit the application site and for revised plans to be submitted to show the relationship between the proposed car parking area levels and the neighbouring property at no.14 Fairway.
2. The applicant has submitted both an updated streetscene plan and a 'Headlight Vehicle Assessment' and 'Headlight Peak Intensity Plan' undertaken by an appropriately qualified lighting consultant. As a result of the findings of the assessment, several minor changes have been made to the proposed layout of the parking and servicing areas to minimise any impact on residential amenity and amended plans have been submitted.
3. As a result of these changes further publicity was carried out and neighbours were notified about the changes. No additional letters of representation have been received.
4. Condition no.1 has been amended to read as follows:
 1. The development hereby permitted shall be carried out in accordance with the approved plans below:

Title	Plan Ref	Received On
Proposed Roof Plan	042_PLN_203 Rev B	2 January 2023
Proposed First Floor Plan	042_PLN_201 Rev B	2 January 2023
Proposed Second Floor Plan	042_PLN_202 Rev B	2 January 2023
Proposed Ground Floor Plan	042_PLN_200 Rev B	2 January 2023

Proposed Preston Road & East Centre Elevations	042_PLN_302 Rev B	2 January 2023
Proposed West and East Elevations	042_PLN_302 Rev B	2 January 2023
Proposed North & South Elevations	042_PLN_301 Rev B	2 January 2023
Street Elevations Existing and Proposed	042_SKE_230313_03 Rev A	24 March 2023
Landscape General Arrangement	01 Rev B	24 March 2023
Proposed Parking	042_SKE_230313_02 Rev A	24 March 2023

Reason: For the avoidance of doubt and in the interests of proper planning.

PREVIOUS REPORT

RECOMMENDATION

1. It is recommended that planning permission is granted subject to conditions.

SITE DESCRIPTION

2. The application relates to Highgrove House, which is an existing care facility located on Highfield Road North in the core settlement area of Chorley. The property is a red brick building with white windows and grey roof tiles that is laid out with a footprint resembling a cross. It is predominantly two storey, with the exception being the front 'wing' that projects towards the access point on Highfield Road North, which is single storey. All elements have dual pitched roofs.
3. Directly to the north of the site is a car park serving Chorley Hospital and to the east is the boundary with Preston Road. To the south and to the west are the side boundaries of residential properties. The site is positioned at a lower level relative to Preston Road.
4. Car parking is currently located in the south west corner of the site to the front of the building with a service road parallel with the side elevation of no.14 Highfield Road North, separated by a small grassed landscaping strip that slopes towards the common boundary. With the exception of the car park area and service road, the area surrounding the building is predominantly grassed with a tree belt running along the northern boundary and a brick wall adjacent to Preston Road. A tree in the north east corner of the site is protected by a TPO.

DESCRIPTION OF PROPOSED DEVELOPMENT

5. The application seeks planning permission for the extension of the building, including a three storey extension to the eastern elevation adjacent to Preston Road, a two storey extension to the southern elevation, a single storey extension to the northern elevation, a canopy and ramp to the front entrance and associated landscaping and car parking across the site.

REPRESENTATIONS

6. Four letters have been received citing the following grounds of objection:
 - The proposal would be overbearing and detrimental on the property at no.55 Preston Road
 - The proposal extends well beyond the residential building line
 - Would obscure the view and be oppressive
 - The traffic report is inaccurate as there would be extra staff and ambulances
 - There has already been significant noise associated with the hospital development and this would make it worse

- There is a lack of detail on the topography of the site and the raising of the land level to the boundary with no.14 Fairway where parking is proposed
- There would be head lights, pollution and privacy if parking is allowed along this boundary
- The proposal would devalue properties
- There would be additional light pollution
- They care home already has noise events and this would make it worse.

CONSULTATIONS

7. CIL Officers – Comment that the proposal is CIL liable.
8. Lancashire County Council Highway Services – Have no objection subject to a condition relating to secure cycle storage.
9. United Utilities – Have no objection subject to the use of conditions and informative.
10. Greater Manchester Ecology Unit – Have no objection.
11. Council's Tree Officer – Have no objection subject to the production of a Tree Protection Plan and Arboricultural Method Statement.

PLANNING CONSIDERATIONS

The principle of the development

12. The application site is located within the core settlement area of Chorley and so policy V2 of the Chorley Local Plan 2012 - 2026 is applicable and provides a presumption in favour of appropriate sustainable development, subject to material planning considerations and the other policies and proposals within the Plan. Relevant such policies are addressed below.

Design and impact on the streetscene

13. Policy BNE1 of the Chorley Local Plan 2012 -2026 states that planning permission will be granted for new development, provided that the proposal does not have a significantly detrimental impact on the surrounding area by virtue of its density, siting, layout, building to plot ratio, height, scale and massing, design, orientation and use of materials.
14. With regard to the proposed development, the main bulk of the scheme would be the three storey, flat roofed extension along the Preston Road elevation. The site is at a lower level than the pavement on this elevation and as such the proposal would appear reduced in height. This element of the proposal would be a red brick and glazed structure that fills almost all this elevation of the site. Whilst it would not necessarily be in direct keeping with the existing materials or design of the property, from this elevation it would screen the existing building. From Highfield Road North, this element of the extension would be located towards the rear of the site and would clearly be read as a modern addition. The surrounding streetscape is dominated by a busy road with no specific design characteristics and no set building line with buildings ranging from traditional residential properties to more modern flats and all of the built form associated with the neighbouring hospital.
15. From Highfield Road North, the proposed extensions would appear more in keeping with the scale of the existing building, albeit they are also more modern in nature. They would be set well within the site and only visible when directly adjacent to the road entrance due to the corner location of the site. The proposed entrance way improvements and landscaping would significantly improve the overall visual appearance of the site when viewed from Highfield Road North.
16. On this basis it is considered that the proposed extensions at the site are considered to be acceptable and would not be detrimental to the streetscene or the surrounding area and as such accord with policy BNE1 of the Chorley Local Plan in this regard.

Impact on residential amenity

17. Policy BNE1 of the Chorley Local Plan 2012 -2026 stipulates that planning permission will be granted for new development, including extensions, conversions and free standing structures, provided that, where relevant to the development the proposal would not cause harm to any neighbouring property by virtue of overlooking, overshadowing, or by creating an overbearing impact; and that the proposal would not cause an unacceptable degree of noise disturbance to surrounding land uses
18. To the north and east the site is not bounded by residential properties with the nearest dwellings being located on the opposite side of Preston Road and beyond the neighbouring car park.
19. To the west, the boundary of the site forms the side elevation of the property at no. 14 Fairway. This property is located at a lower level than the application site. It has a carport to the side elevation and c.2m high fencing along the side elevation of the property. Beyond the rear elevation of the property an outbuilding is located along the common boundary with lower fencing along the boundary.
20. In terms of the built form, this would not protrude closer to this boundary than the existing building and as such there would be no resultant impact with regard to overbearing impacts or loss of privacy. Concerns have, however, been raised regarding the levelling of the bank along the boundary and its use for additional parking, deliveries and the waste storage. The bank is already located adjacent to the parking area, with cars and their associated headlights and comings and goings. The proposed parking spaces would be located to the side elevation of the property where there is a carport and 2m high fencing along the boundary. The proposed delivery area is in an area already predominantly used for deliveries and both this and the waste storage area are adjacent to the side elevation of the neighbouring outbuilding. Therefore, whilst the car park is being brought closer to the boundary, given the orientation and outbuildings at the neighbouring property and the location of the existing car park it is not considered that there would be any detrimental impact as a result of the proposal on this property.
21. With regard to the relationship with the properties on the southern boundary, the proposed extension here would maintain the 5m distance to the boundary, running flush with the existing southern elevation. Windows proposed in the first floor would serve the corridor and a lounge and to maintain the privacy of the neighbouring properties a condition is recommended that these are obscurely glazed. The car park would also be extended adjacent to this boundary, however a distance of 2m would still be maintained. Given the separation distance, the boundary treatment and the slightly elevated nature of the neighbouring property it is not considered that this would result in any impact over and above the existing situation.
22. The three storey extension along the Preston Road elevation would bring the built form closer to the property at no.55 Preston Road. This dwelling has a habitable room window at first floor in the elevation closest to the boundary. During the course of the application the design of the development has been amended such that the three storey element has been reduced to only two storeys adjacent to this boundary to ensure that there is no detrimental or overbearing impact on this property. Due to the difference in levels this element of the proposal would now not exceed the height of the garage at the neighbouring dwelling and would not extend more than 3m where it bisects a 45 degree line drawn from the neighbouring window. On this basis, the relationship is considered to be acceptable and it is considered that the proposal accords with the provisions of Policy BNE1 of the Chorley Local Plan with regard to amenity considerations.

Highway safety

23. Policy BNE1 of the Chorley Local Plan 2012 – 2026 states that new buildings and extensions to the buildings will be granted were the cumulative highways impact of the development is not severe and would not prejudice the highway safety, pedestrian safety

and the free flow of traffic or reduce the number of on-site spaces to below highway standards.

24. The existing property has a large area of hardstanding to the frontage, which is currently used for car parking. It is proposed that this would remain with the existing grassed areas being removed to create additional parking and ambulance bays and additional servicing space.
25. Lancashire County Council Highway Services have been consulted on the proposal and have assessed the submitted transport statement. They have raised no objection and consider that the proposal meets the parking standards as set out in Policy ST4 of the Chorley Local Plan and Appendix A. Comment has also been made that they are satisfied that the development could also be accessed sustainably given the location of nearby bus stops. An informative requesting that construction and contractor parking is undertaken considerably, and a condition for a scheme for cycle parking is submitted have been requested and these are recommended. It is, therefore, considered that the proposal is in accordance with policy BNE1 of the Chorley Local Plan with regard to highway safety considerations.

Trees

26. Policy BNE10 of the Chorley Local Plan 2012 – 2026 states that proposals which would result in the loss of trees and/or involve inappropriate works to trees which contribute positively to the character of the landscape, a building, a settlement or the setting thereof will not be permitted. Replacement planting will be required where it is considered that the benefit of development outweighs the loss of some of the trees or hedgerows.
27. The proposal would result in the removal of a small group of mature/early mature trees in the north east corner of the site, including a protected sycamore tree. Due to their visual amenity along Preston Road the Council's arboricultural officer have requested that an appropriate tree protection plan and arboricultural method statement should be produced and approved should the development be approved. It is recommended that these be secured by condition.

Community Infrastructure Levy (CIL)

28. The Chorley CIL Infrastructure Charging Schedule provides a specific amount for development. The CIL Charging Schedule was adopted on 16 July 2013 and charging commenced on 1 September 2013. The proposed development will be a chargeable development and the charge is subject to indexation in accordance with the Council's Charging Schedule

CONCLUSION

29. The proposed extensions to the existing care facility would not have unacceptable impact on the existing building or streetscape and amendments to the scheme have ensured that there would not be an unacceptable impact on neighbouring residential properties. Parking would be provided in accordance with adopted standards and tree protection and cycle parking can be secured via suitably worded conditions. On this basis it is considered that the proposed development accords with the provisions of the Chorley Local Plan 2012-2026 and as such the proposal I recommended for conditional approval.

RELEVANT HISTORY OF THE SITE

Ref: 82/00569/OUT **Decision:** PEROPP **Decision Date:** 22 May 1984
Description: Outline application for 6 detached houses

Ref: 84/00768/FUL **Decision:** PERFPP **Decision Date:** 2 April 1985
Description: Erection of rest home for 36 persons on 0.68 acres of vacant

Ref: 85/00554/FUL **Decision:** PERFPP **Decision Date:** 19 September 1985
Description: 6 detached houses

Ref: 89/00096/FUL **Decision:** PERFPP **Decision Date:** 11 April 1989
Description: Extension to form wardens accommodation

Ref: 14/00938/FUL **Decision:** PERFPP **Decision Date:** 12 December 2014
Description: Proposed two-storey extensions to the north, east and south elevations of the building and internal alterations to create a total of 55 larger bedrooms with en-suite facilities (the home currently has 43 bedrooms) and extended day facility, larger communal lounges and dining areas

RELEVANT POLICIES: In accordance with s.38 (6) Planning and Compulsory Purchase Act (2004), the application is to be determined in accordance with the development plan (the Central Lancashire Core Strategy, the Adopted Chorley Local Plan 2012-2026 and adopted Supplementary Planning Guidance), unless material considerations indicate otherwise. Consideration of the proposal has had regard to guidance contained within the National Planning Policy Framework (the Framework) and the development plan. The specific policies/guidance considerations are contained within the body of the report.

Suggested conditions

1. The development hereby permitted shall be carried out in accordance with the approved plans below:

Title	Plan Ref	Received On
Proposed Roof Plan	042_PLN_203 Rev B	2 January 2023
Proposed Site Plan	042_PLN_210 Rev B	2 January 2023
Proposed First Floor Plan	042_PLN_201 Rev B	2 January 2023
Proposed Second Floor Plan	042_PLN_202 Rev B	2 January 2023
Proposed Ground Floor Plan	042_PLN_200 Rev B	2 January 2023
Proposed Preston Road & East Centre Elevations	042_PLN_302 Rev B	2 January 2023
Proposed West and East Elevations	042_PLN_302 Rev B	2 January 2023
Proposed North & South Elevations	042_PLN_301 Rev B	2 January 2023

Reason: For the avoidance of doubt and in the interests of proper planning.

2. The proposed development must be begun not later than three years from the date of this permission.

Reason: Required to be imposed by Section 51 of the Planning and Compulsory Purchase Act 2004.

3. The external facing materials, detailed on the approved plans, shall be used and no others substituted unless alternatives are first submitted to and agreed in writing by the Local Planning Authority, when the development shall then be carried out in accordance with the alternatives approved.

Reason: To ensure that the materials used are visually appropriate to the locality.

4. Due to their proximity to the common boundary, all first and second floor windows in the south facing elevation of the proposed extensions shall be obscurely glazed and top hung with the obscure glazing retained at all times thereafter. The obscure glazing shall be to at least Level 4 on the Pilkington Levels of Privacy, or such equivalent as may be agreed in writing by the local planning authority.

Reason: In the interests of the privacy of occupiers of neighbouring property.

5. Prior to the commencement of development, details of a sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The drainage schemes must include:

- (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water in accordance with BRE365;
- (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations). In the event of surface water discharging to the public surface water sewer, the rate of discharge shall be restricted to 5 l/s;
- (iii) Levels of the proposed drainage systems including proposed ground and finished floor levels in AOD;
- (iv) Incorporate mitigation measures to manage the risk of sewer surcharge where applicable; and
- (v) Foul and surface water shall drain on separate systems.

The approved schemes shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage.

Prior to occupation of the proposed development, the drainage schemes shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution

6. Prior to occupation of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the local planning authority and agreed in writing. The sustainable drainage management and maintenance plan shall include as a minimum:

- a. Arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a resident's management company; and
- b. Arrangements for inspection and ongoing maintenance of all elements of the sustainable drainage system to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be completed, maintained and managed in accordance with the approved plan.

Reason: To ensure that management arrangements are in place for the sustainable drainage system in order to manage the risk of flooding and pollution during the lifetime of the development.

7. Prior to the commencement of development, a Tree Protection Plan and Arboricultural Method Statement shall be submitted to and approved in writing by the Local Planning Authority. The proposal shall thereafter be carried out in full accordance with the approved details.

Reason: In the interests of securing appropriate tree protection and mitigation

8. Prior to first occupation of the development, hereby approved, a plan detailing the proposed cycling facilities to serve the development shall be submitted and approved in writing by the Local Planning Authority. The scheme shall be installed in accordance with the approved details and should be retained in perpetuity for the life time of the development.

Reason: To allow for the effective use of the parking areas the promotion of sustainable forms of transport and aid social inclusion