

Item 4g **12/01131/FUL**

Case Officer **Mr David Stirzaker**

Ward **Coppull**

Proposal **28 Bedroom Extension to the existing Nursing Home**

Location **The Beeches Care Home 25 Park Road Coppull ChorleyPR7
5AH**

Applicant **M & A Management**

Consultation expiry: 14 December 2012

Application expiry: 16 January 2013

Proposal

1. This application seeks planning permission for the erection of a 26 bedroom extension to an existing care home (The Beeches). The plans also propose the reconfiguration of the site in terms of car parking and the internal access road. The existing care home has 34 bedrooms and the resultant care home will have 62 bedrooms.
2. The application site comprises The Beeches care home which is located at the northern end of Park Road within the settlement of Coppull.
3. The extensions comprise a 'U' shaped extension to the western end of the care home which will create an internal courtyard. An 'L' shaped part single storey and part two storey extension is also proposed to infill the eastern part of the care home and this will also create an internal courtyard. The existing internal access road is to be widened to allow vehicles to pass each other and the car parking arrangements are to be rationalised with the provision of 23 no. general car parking spaces and 3 no. spaces for mobility impaired drivers.

Recommendation

4. It is recommended that this application is granted conditional planning permission.

Main Issues

5. The main issues for consideration in respect of this planning application are:
 - Principle of the development
 - Levels
 - Neighbour Amenity & Care Home Occupiers
 - Design & Scale
 - Trees & Landscape
 - Flood Risk
 - Traffic and Transport
 - Contamination & Coal Mines
 - Drainage and Sewers
 - Community Infrastructure Levy (CIL)

Representations

6. A total of 8 letters of objection have been received and of these letters, 6 are from the same household. The objections raised to the application, can be summarised as follows: -
 - Access is on a tight corner and there is already an unacceptable amount of traffic using Park Road for access with the businesses on Moss Lane and the new housing development off Mossbank.
 - This extension will increase number of visitors and staff with cars, and with entrance being on the corner; will create a greater safety hazard.
 - There will be a lack of parking spaces for what will become an extremely large building.

- There have already been problems with nursing home visitors parking in front of properties on Park Road.
- Construction traffic and workers will cause problems for local residents
- The extension is too close to a working farm which has been established for over 100 years, long before the nursing home was built
- The extension is within metres of animal feed stores and cattle sheds and severely overlooks the farmyard.
- Night working of crop storage and deliveries of animal feeds also takes place.
- Future upgrades of manure storage will also need to be done because of legislation changes.
- The extension will be close to a grass and straw storage area which could pose a fire hazard.
- The care home will have the proportions of a small hospital.
- Park Road is congested in the day and at school times.
- There have been problems with residents escaping.
- No consultations have taken place with local residents by the architect.
- The care home is in a residential area which can no longer sustain the traffic on Park Road.
- The site entrance is on a 90 degree bend which will make manoeuvring difficult.
- There will be heavy traffic due to the four houses approved adjacent to this site behind 23 Park Road.

7. Coppull Parish Council stated that they have no comment to make.

Consultations

8. **The Environment Agency** do not raise any objections.
9. **The Architectural Design and Crime Reduction Advisor** advise that the extension will enhance the security level of the site and the ways in which security has been addressed are satisfactory. It is recommended that the works are completed to Secured By Design refurbishment guidelines.
10. **Lancashire County Council (Highways)** do not raise any objections to the application based on the layout and level of car parking proposed.
11. The Council's **Waste & Contaminated Land Officer** does not raise any objections to the application.
12. The **Neighbourhood Environmental Officer** advises that to mitigate potential problems with the proximity of the bedrooms to the farmyard, the distance from the extension to the boundary could be increased or the configuration could be changed so as there are no habitable rooms facing the boundary with the farmyard.

Assessment

Principle of the development

13. The most pertinent policies applicable to this application comprise Policy 7 of the Core Strategy and Policy HS17 of the Local Plan Review.
14. Policy BNE1 of the emerging Chorley Local Plan is also pertinent and in terms of the weight this policy can be afforded, in the recently issued partial report following consultations on the main modifications, the Inspector states that because of the very advanced stage in the examination process that the main modifications have reached, significant weight should be attached to all of the policies and proposals of the plan.
15. Moreover, the application site is located in the Coppull settlement wherein Policy 1 (criteria (d) iv) of the Core Strategy identifies Coppull as an Urban Local Service Centre where some growth and investment is encouraged to help meet housing and employment needs. Given this application proposes an extension to an existing care home, the 'principle' of the development proposed is considered to be an acceptable one.

16. Policy HS17 requires the design and scale of development to be in keeping with its surroundings, have no adverse impact on neighbour amenity and be easily accessible by a choice of means of transport other than a private car. Policy 7 of the Core Strategy requires developments to be well located in communities to ensure they are sustainable in terms of access.
17. Given the site comprises an existing care home and is located in the settlement of Coppull, it is considered to be in a sustainable location. The site is also close to Spendmore Lane wherein a good range of bus services are available. It is considered therefore that the 'principle' of extending the care home is an acceptable one, subject to the material considerations set out in the rest of this report.

Levels

18. The locations of the extensions are flat and the proposed development does not raise any issues regarding the level of the site or the finished floor levels of the extensions.

Neighbour Amenity & Care Home Occupiers

19. Criteria b and criteria g of Policy BNE1 of the emerging Chorley Local Plan seek to protect neighbour amenity. There are windows in the proposed north facing elevation that will overlook the farmyard associated with Orchard Heys Farm and to the east, the first floor windows will overlook an existing business unit and its curtilage. However, the areas overlooked by these windows do not comprise private residential curtilage associated with domestic dwellings so the relationship is an acceptable one. To the south of the site is a tract of established trees which separate the southern site boundary and the property to the south (23 Park Road). Moreover, the nearest first floor windows facing this property, notwithstanding the trees, will be more than 21m away.
20. Planning permission has recently been granted for the erection of 4 terraced dwellings (Ref No. 12/01146/FUL) which face the care home. However, these properties will be in excess of 21m from the position of the extended care home hence the relationship with these properties will be an acceptable one. Moreover, the plans for these dwellings show existing boundary trees retained which will filter the views of the care home and the views of the dwellings from the care home.
21. In terms of the relationship with 64 Park Road which is located to the south east of the site opposite the main entrance, the nearest two storey element will be 27m away so the relationship with this property will be an acceptable one.
22. Within the site is a detached bungalow which was constructed following the grant of planning permission (Ref No. 88/00434/FUL) in 1988. This bungalow was originally approved as accommodation for the matron and her family. However, there are no restrictions on its occupancy and the applicant now rents out the bungalow to private tenants. There are habitable room windows in the front elevation of the bungalow which face the care home and the relationship between this property and the care home does not comply with the Council's Spacing Standards and the bungalow is within the ownership of the applicant and is rented out privately so the relationship is considered to be acceptable. However, if Members consider this is to be a particular issue, the applicant is willing to reconfigure the bedroom windows in the bungalow so as they have an open outlook by moving them to the north and south elevations respectively. This could be secured through the imposition of a condition.
23. In terms of the concerns expressed by the neighbour regarding noise and smells from the working farm which is on the other side of the northern boundary, the proposed extension will bring windows closer to the boundary with the farmyard with 4 of these comprising bedroom windows at ground floor and 4 at first floor level. At ground floor level, the rest of the windows will serve a hair dressing room, several assisted bathrooms, an admin office, laundry room, store room and a fire exit. The rest of the windows in the north facing elevation at first floor level will serve a hair dressing room, several assisted bathrooms, a large store room, a specialist hygiene room and a store room.

24. With regards to the bedroom windows, at ground floor level, the window to bedroom 6 will be 3.2m closer to the boundary whilst the windows to bedrooms 7, 8 and 9 will be 1.4m closer to the boundary with the farm yard. At first floor level, the windows to bedrooms 33 and 34 will be moved 3.2m closer to the boundary and the windows to bedrooms 10 and 11 will be moved 1.4m closer to the boundary with the farmyard.
25. Whilst the bedroom windows will be closer to the boundary, it is not considered that moving the bedroom windows closer will result in an unacceptable relationship with the farmyard, given that the care home already has bedroom windows facing the boundary and at ground floor level, the windows to bedrooms 7, 8 and 9 are only being moved 1.4m closer to the boundary whilst the window to bedroom 6 will be 3.2m closer. At first floor level, the window to bedroom 34 will be moved 3.2m closer to the boundary whilst the windows to bedrooms 10, 11 and 12 are only being moved 1.2m closer.
26. As detailed in paragraph 21, the other windows in the north facing elevation serve rooms which are not bedrooms hence they will not be occupied or used in the same manner. The comments made by the Neighbourhood Environmental Health Officer are noted but given the existing relationship, it is not considered that moving the bedroom windows closer to the boundary will result in a significant change to the relationship or the potential for the farm to cause harm to the residents.
27. The bedroom windows which face the site boundary with the farmyard can be required to be fitted with triple glazing to minimise the potential for noise disturbance and the applicant has also confirmed that a scheme of air conditioning can be provided to address any issues with smells from the farmyard.
28. Subject to these measures, it is considered that the living conditions of the occupiers of these bedrooms would be safeguarded. It is also considered that the potential for complaints to arise from the proximity of these windows to the farmyard is not materially greater given there are bedroom already windows facing the farmyard. On the issue of a fire risk arising from the farmyard, this issue would be dealt with as part of the Building Regulations application.

Design & Scale

29. As already stated, Policy BNE1 of the emerging Chorley Local Plan can now be afforded significant weight in the determination of this application. The pertinent parts of Policy BNE1 (criteria a and c) seek to ensure new development is of high quality design, well laid out and would not impact on landscape features.
30. The extensions comprise several elements. An 'L' shaped single storey extension and a two storey extension is proposed to the south east of the care home which will adjoin it to the north and west. This will create a courtyard which is to be landscaped. The west end of the care home is to be extended with a 'U' shaped extension which will also create a courtyard. The north elevation is to be extended to create a larger floor area allowing the rooms and bedrooms in the northern wing to be enlarged.
31. The design of the 'L' shaped and 'U' shaped extensions maintain the scale of the existing care home although the new elements incorporate larger window openings. The single storey extension incorporates a dedicated reception area and a walkway which incorporates lots of glazing and roof lights. The south west elevation also incorporates a large glazed opening to the first floor along with a large roof window above. The single storey element is shown as being rendered on the plans which will provide a good contrast with the brick faced elevations and the first floor elevation above this will incorporate signage.
32. The 'U' shaped extension to the western part of the care home will be enclosed within the site and will not be prominent from Park Road. The south eastern corner of the extension will be the prominent element of the care home when seen from Park Road to the east. However it will not be so prominent that it will have a harmful impact on the character and appearance of the street scene given it will be 15m away from Park Road at its nearest point. There is also a good amount of detail to this corner of the building to ensure it is visually interesting when seen from Park Road.

Trees and Landscape

33. The application includes an Arboricultural Impact Assessment (AIA). To facilitate the development, some trees are to be felled and these are for the most part within the confines of the site. However, the tree adjacent to the access (T1) is to be felled as the AIA identifies this tree as being unsuitable for retention due to decay. The Council's Tree Officer concurs with this view. A heavy standard tree is to be replanted to replace this tree.
34. Two trees (T31 and T32), these trees are located outside of the site but have Root Protection Zones (RPZ) which are within the application site and encompassed by the extension adjacent to the northern site boundary. Negotiations have taken place and to safeguard these particular trees, an amended AIA has been prepared and this proposes a build over solution to safeguard these trees. The solution proposed comprises piles with a ground level beaming spanning the RPZ. The applicant has also submitted a letter from a Structural Engineer which states that this matter can be addressed by reserving the final details of the foundation design for approval under a pre-commencement condition.
35. A condition is recommended to secure the landscaping of the site and replacement tree planting, where appropriate. Conditions will also safeguard the existing trees on the site which are not proposed to be felled as part of the development and a specific detail will be required in terms of T31 and T32.

Traffic and Transport

36. The access to the site from Park Road will be widened as part of the development. Internally, the existing access road will also be widened to allow vehicles to pass each other along the southern edge of the extensions.
37. In terms of car parking, 23 no. general parking spaces will be provided along with 3 no. spaces for mobility impaired drivers. The parking standards in the emerging Chorley Local Plan associated with Policy ST4 require the provision 13 spaces so the level of car parking proposed is in excess of the standards, which can now be afforded significant weight in the determination of this application.
38. LCC (Highways) have not raised any objections to the application and advise that in terms of traffic generation, the development is unlikely to generate any significant increase in traffic levels apart from visitors at visiting times which are likely to be in the evening and at weekends. As such, LCC (Highways) advise that there should be little material highway impact. A condition is also recommended requiring the applicant to submit a construction phase method statement including a traffic management plan for approval by the Council and that the footpath running along the southern elevation to be widened to 1.2m. Cycle and motorcycle spaces should also be provided in line with the parking standards comprising 2 cycle spaces and 2 motorcycle spaces.

Contamination and Coal Mines

39. No objections have been raised by the Council's Waste and Contaminated Land Officer and in terms of Coal Mines; the site is in a low risk area so an informative will be on the decision notice drawing the applicant's attention to the low risk potential of the site having former coal mines or workings on it.

Drainage and Sewers

40. The Environment Agency has not raised any objections and United Utilities have not made any comments on the application.

Community Infrastructure Levy (CIL)

41. This development is not chargeable under the CIL regulations.

Overall Conclusion

42. The 'principle' of the extension to the care home is considered to be acceptable and the proposal complies with the pertinent policies which are Policy 7 of the Core Strategy, Policy 17 of the Local Plan Review and Policies ST4 and BNE1 of the emerging Chorley Local Plan.

43. The design and scale of the extensions are considered to be acceptable. Whilst the resultant care home will be larger, the design and scale of the extensions are consistent with the existing building on the site and the single storey element will provide a new frontage to the care home which will improve its overall appearance.
44. The extensions will not cause detrimental harm to the amenities of local residents and with suitable measures; the occupiers of residents with bedroom windows facing the farmyard moved closer to it can be safeguarded.
45. There are no objections from LCC (Highways) in terms of the increase in bedrooms and the access. The level of car parking is also acceptable although it is in excess of the parking standards in the emerging Chorley Local Plan.
46. The proposed tree works are acceptable and following negotiations, a suitable method of protecting T31 and T32 has been proposed by the applicants Arboricultural Consultant, the final details of which will be the subject of a planning condition.

Other Matters

Sustainability

47. Policy 27 of the Core Strategy requires buildings with floor space exceeding 500 sq metres to achieve a 'very good' BREEAM rating. The applicant has submitted an Energy and Sustainability Statement with the application which states that the development will achieve a 15% reduction in Co2 emissions and achieve a 'very good' BREEAM rating. Conditions are therefore imposed to secure these improvements to the development over and above the Building Regulations.

Waste Collection and Storage

48. There is adequate space within the site for the storage of bins and the proposed site layout is such that it will enable a refuse collection vehicle to enter the site and leave the site in a forward gear. LCC (Highways), in terms of bin collection, advise that there is sufficient space within the car park area for emergency and servicing vehicles to turn around using the aisle space or if needs be by special arrangements on the day to ensure cars are parked away to allow greater manoeuvring.

Planning Policies

National Planning Policies:

National Planning Policy Framework (NPPF)

Adopted Chorley Borough Local Plan Review

Policies: GN1 / GN5 / EP9 / HS17 / TR4

Supplementary Planning Guidance:

- Design Guide

Central Lancashire Core Strategy (2012)

Policy 1: Location Growth
Policy 7: Affordable & Special Needs Housing
Policy 17: Design of New Buildings
Policy 27: Sustainable Resources & New Developments
Policy 29: Water Management
SPD: Design Guide

Emerging Chorley Local Plan

ST4 / BNE1 / BNE9

Planning History

Ref: 96/00451/FUL **Decision:** PERFPP **Decision Date:** 18
September 1996

Description: Two storey rear extension to existing Nursing Home,

Ref: 97/00175/FUL **Decision:** ALLOW **Decision Date:** 30 April
1997

Description: Two-storey side extension,

Ref: 97/00874/FUL **Decision:** PERFPP **Decision Date:** 13
January 1998

Description: Two storey side extension (amendment to permission 9/97/175),

Ref: 99/00288/FUL **Decision:** PERFPP **Decision Date:** 26 May
1999

Description: Single-storey rear extension for use as wheelchair store,

Ref: 11/00760/FUL **Decision:** WDN **Decision Date:** 20
October 2011

Description: 28 Bedroom Extension to the existing Beeches Nursing Home

Ref: 11/01026/FUL **Decision:** WDLPA **Decision Date:** 19 March
2012

Description: 28 Bedroom Extension to the existing Beeches Nursing Home

Ref: 12/00847/FUL **Decision:** WDN **Decision Date:** 16
October 2012

Description: 28 Bedroom Extension to the existing Nursing Home

Ref: 92/00060/FUL **Decision:** PERFPP **Decision Date:** 7 July 1992

Description: Extension to approved nursing home to provide additional lounge space and further 16 bedrooms

Ref: 89/01045/FUL **Decision:** REFFPP **Decision Date:** 20 February
1990

Description: Extensions to nursing home to form additional residents dining/lounge and 16 extra bedspaces and minor alterations, to external appearance of existing building

Ref: 88/00993/FUL **Decision:** PERFPP **Decision Date:** 10
January 1989

Description: Erection of nursing home (amended scheme)

Ref: 88/00489/FUL **Decision:** PERFPP **Decision Date:** 6
September 1988

Description: Two storey extension to form 31 bedroomed nursing home

Ref: 88/00434/FUL **Decision:** PERFPP **Decision Date:** 18
October 1988

Description: Erection of detached bungalow at rear of

Ref: 87/00654/OUT **Decision:** PEROPP **Decision Date:** 10
November 1987

Description: Change of use to old persons rest home and outline application for erection of 2 detached dwellings

Recommendation: Permit Full Planning Permission Conditions

1. 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*
 2. Prior to the commencement of development samples of all external facing and roofing materials (notwithstanding any details shown on previously submitted plan(s) and specification) shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken strictly in accordance with the details as approved. *Reason: To ensure that the materials used are visually appropriate to the locality.*
 3. Prior to the commencement of development full details of the colour, form and texture of all hard landscaping (ground surfacing materials) (notwithstanding any such detail shown on previously submitted plans and specification) shall have been submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken strictly in accordance with the details as approved, and shall be completed in all respects before the final completion of the development and thereafter retained. *Reason: To ensure a satisfactory form of development in the interest of the visual amenity of the area.*
 4. The parking and associated manoeuvring facilities shown on the plans hereby approved shall be surfaced or paved, drained and marked out and made available in accordance with the approved plan prior to the occupation of the extended parts of the care home and such parking facilities shall thereafter be permanently retained for that purpose (notwithstanding the Town and Country Planning (General Permitted Development) Order 1995). *Reason: To ensure provision of adequate off-street parking facilities within the site*
 5. A scheme for the landscaping of the development and its surroundings shall be submitted prior to the commencement of the development. These details shall include all existing trees and hedgerows on the land; detail any to be retained, together with measures for their protection in the course of development; indicate the types and numbers of trees and shrubs to be planted, their distribution on site, those areas to be seeded, paved or hard landscaped; and detail any changes of ground level or landform, proposed finished levels, means of enclosure, minor artefacts and structures.
- All hard and soft landscape works shall be carried out in accordance with the approved details within the first planting and seeding seasons following the occupation of any buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development 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 ensure that a satisfactory landscaping scheme for the development is carried out to mitigate the impact of the development and secure a high quality design.*
6. Prior to the commencement of development plans and particulars showing the provision to be made for the storage and disposal of refuse and recycling receptacles, shall be submitted to, and approved in writing by, the Local Planning Authority. Such provision as is agreed shall be implemented concurrently with the development and thereafter retained. No part of the development shall be occupied until the agreed provision is completed and made available for use. *Reason: In order that the Council may be satisfied with the details of the proposal.*
 7. The building hereby permitted shall be constructed to achieve a minimum Building Research Establishment (BREEAM) standard of 'very good'. Within 6 months of occupation a 'Post Construction Stage' assessment and a Final Certificate shall be submitted to the Local Planning Authority certifying that a BREEAM standard of 'very good' has been achieved. *Reason: In the interests of minimising the environmental impact of the development*

8. Before the development hereby permitted is first occupied, provision for 2 no. cycle and 2 no. motor cycle parking spaces, in accordance with details first agreed in writing with the Local Planning Authority, shall have been provided in all respects and made available for use, and shall thereafter be retained. *Reason: To ensure adequate on site provision for cycle parking*

9. No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:

- i. the parking of vehicles of site operatives and visitors
- ii. hours of operation (including deliveries) during construction
- iii. loading and unloading of plant and materials
- iv. storage of plant and materials used in constructing the development
- v. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- vi. wheel washing facilities
- vii. measures to control the emission of dust and dirt during construction
- viii. a scheme for recycling/disposing of waste resulting from demolition and construction works

Reason: in the interests of highway safety and to protect the amenities of the nearby residents.

10. During the construction period, all trees to be retained shall be protected by 1.2 metre high fencing as specified in paragraph 8.2.2 of British Standard BS5837:2012 at a distance from the tree trunk equivalent to the outermost limit of the branch spread, or at a distance from the tree trunk equal to half the height of the tree (whichever is further from the tree trunk), or as may be first agreed in writing with the Local Planning Authority. No construction materials, spoil, rubbish, vehicles or equipment shall be stored or tipped within the area(s) so fenced. All excavations within the area so fenced shall be carried out by hand. *Reason: To safeguard the trees to be retained*

11. The existing soil levels around the base of the trees to be retained shall not be altered. *Reason: To safeguard the trees to be retained.*