

AGENDA ITEM NO: 8/2(a)

Parish:	Downham Market	
Proposal:	OUTLINE APPLICATION: Demolition of existing properties and construction of a 72 bedroom care home (C2 use class) with associated parking and development.	
Location:	157 And 159 Bexwell Road Downham Market Norfolk PE38 9LJ	
Applicant:	Aspire LPP	
Case No:	21/01069/OM (Outline Application - Major Development)	
Case Officer:	Mr K Wilkinson	Date for Determination: 6 August 2021 Extension of Time Expiry Date: 12 November 2021

Reason for Referral to Planning Committee – Town Council's views are contrary to the Officer recommendation and at the instruction of the Planning Committee Sifting Panel (14/10/21).

Neighbourhood Plan: No

Case Summary

Permission is sought to demolish two detached houses (Nos. 157 & 159) set in substantial grounds on the northern side of Bexwell Road approx. 95m west of the A10 roundabout. In their place a 72 bedroom care home with associated parking and development is sought.

This is technically an outline application however the matters of access, scale, appearance and layout are to be determined as part of this submission – only landscaping is reserved for future consideration.

The application is accompanied by a Design & Access Statement, Planning Statement, Transport Assessment, Travel Plan, Arboricultural Impact Assessment, Ecology Assessment, Biodiversity Net Gain Calculation, Energy Statement and Flood Risk Assessment.

Key Issues

Principle of development
Appearance and impact on form and character
Impact upon residential amenity
Highway implications
Other material considerations

Recommendation

APPROVE

THE APPLICATION

Permission is sought to demolish two detached houses (Nos. 157 & 159) set in substantial grounds on the northern side of Bexwell Road approx. 95m west of the A10 roundabout. In their place a 72 bedroom care home with associated parking and development is sought.

This is technically an outline application however the matters of access, scale, appearance and layout are to be determined as part of this submission – only landscaping is reserved for future consideration.

The building proposed has a broadly T-shaped footprint; the main element runs parallel to the road with dimensions of approx. 49m wide and 17m deep, with projections to the front and rear of similar proportions forming the T. The main element is set back 30m from the frontage of the site, 14m from the western side boundary and 26m from the rear boundary; the front projection is 14.5m back from the frontage, eastern side of the building is between 3m & 4.5m from the boundary, and the rear wing approx. 9m from the rear boundary.

The accommodation is contained within three floors, plus a basement level (containing plant, storage, kitchen, laundry and staff facilities).

The building is a contemporary three storey structure with flat roofs and parapets at differing levels with closed-sided balcony features to certain rooms and terraces off communal lounge/dining rooms, plus a roof garden in the wing closest to, and facing, the road/south.

The internal layout shows the following accommodation:

Ground floor – 22 en-suite bedrooms, lounge/dining room, fitness/physiotherapy room, café, family room, reception, manager's office and nail/hair salon;

First floor – 29 en-suite bedrooms, 2 no. lounge/dining rooms and external terrace to the front; and

Second floor – 21 en-suite bedrooms, cinema, 2 no. lounge/dining rooms and roof garden to the front.

All floors have centralised nursing stations and ancillary medical and ablution rooms.

The two existing accesses are to be closed and a new access created off Bexwell Road almost midway of the current frontage to No.157. This leads into a parking area in front of the proposed new building with 28 spaces for cars (including 2 no. for people with disabilities), an ambulance, plus a cycle rack and bin storage compound. The mature garden areas associated with the existing dwellings are to be retained at the rear of the home.

The application is accompanied by a Design & Access Statement, Planning Statement, Transport Assessment, Travel Plan, Arboricultural Impact Assessment, Ecology Assessment, Biodiversity Net Gain Calculation, Energy Statement and Flood Risk Assessment & Drainage Strategy Report.

SUPPORTING CASE

The following statement has been submitted by the agent in support of this proposal:

“This application will deliver a new, purpose-built care home providing accommodation and care for the frail elderly with high dependency needs. It should be noted that this is not a retirement living scheme for those recently retired, nor is it a nursing home where much higher nursing care is given. Future residents of the home will not drive. The proposal assists in meeting a critical local need in the Downham Market area, as set out below.

It is well documented that the UK is facing an ageing population and the demand for new, high-quality accommodation for the elderly in need of care is a critical issue across the country. However, this matter is more pronounced locally. Within a 10km catchment of the application site, in excess of 8,500 people are aged 65 years or older. The proportion of the population aged 65 years and above is higher in the local area compared with the East of England region and the UK as a whole, as shown in the below table.

Age bracket	10km catchment	East of England	UK
65-74	3.7%	3.0%	2.5%
75-84	10.1%	6.9%	6.2%
85+	12.9%	10.2%	9.7%

[Christie & Co. Care Home Needs Assessment (April 2021)]

Official population projections anticipate a significant increase in the local population aged 65 and over in the coming years. By 2031, it is projected that the local population within the 10km catchment aged 65 and over will grow by 20.37%. Translating this demographic into the demand for care home bed spaces, as of April 2021 there was a shortfall of 188 market standard beds against the demand in the catchment. This figure takes account of other new care homes either already approved or awaiting a planning decision. Rolling this demand forwards to 2026, that shortfall will increase to 239 beds; and, by 2031, there will be a need for an additional 290 bed spaces within 10km of the site. It is therefore clear that new care homes are needed in this location to close the shortfall against demand both in the short and long term.

This is a generous sized plot capable of accommodating a care home of a sufficient size to ensure it is viable from an end operator perspective. Local Plan policies CS01 and CS02 direct growth to sustainable locations and identify Downham Market as a key town that will take significant development, emphasising the highly sustainable location of the site. Policy CS08 supports development that will make the best use of land including the use of brownfield land, enhance community wellbeing and achieve high standards of sustainable design. The proposal involves the re-use of brownfield land to deliver a use that is fully focused on improving community wellbeing through care provision. This policy also requires 10% of energy used within the scheme to be from a renewable source. The scheme achieves this standard through the provision of solar PV panels.

The building is set towards the east end of the site and as such is well away from neighbours. Generous separation distances are allowed between windows of habitable rooms and neighbouring properties ensuring that no loss of privacy arises. The end of corridor flank walls nearest the neighbouring properties of 10 Lowry Way and 155 Bexwell Road do not contain any habitable windows and can be required by condition to be formed of obscured glass. The indicative landscaping plan submitted with the application shows a substantial level of new planting, improving screening for future residents and neighbours. Policy CS12 seeks the protection and enhancement of biodiversity species and sites. The scheme does not affect any designated sites, will not affect any protected species and will deliver a biodiversity net gain. The Council's ecologist has no objection to the development.

A modern design approach is taken throughout the scheme allowing for the incorporation of larger windows for greater outlook and light into the building. Carstone, a locally distinct material, has been incorporated along the full length of the wall at the front of the site. The CGI submitted with the application shows this and the high-quality design achieved for the building.

Extensive engagement has been undertaken prior to and since the submission of this planning application. Pre-application discussions were held with local councillors and neighbours during the development of the scheme to seek their views and feedback. Following the submission of the scheme, Cllr Ratcliffe reached out with comments from neighbours to see if tweaks could be made to the scheme. This included additional protective fencing during the construction phase for off-site trees in the gardens of Lowry Way properties, the removal of a first floor balcony on the north elevation and a commitment to providing obscure glazed windows on the end of corridor walls nearest the site boundaries. These changes have been incorporated within the scheme as now presented to the committee. 13 public comments in support of the application have been registered on the Council's application web page, signifying a significant level of local support for the proposal.

Policy CS09 provides support for new development meeting the needs of all sections of society including the needs of elderly people. The scheme will deliver employment opportunities both short-term in the construction and long-term in the form of carers, nurses and other employees within the care home in accordance with CS10. Policy DM17 refers to Parking Provision in New Development and the highways authority has confirmed the parking provision within the scheme is sufficient.

There are no objections to the development from any other statutory consultees.

Paragraph 11 of the NPPF sets out the presumption in favour of sustainable development and at 11 c) confirms that for decision-taking this means approving development proposals that accord with an up-to-date development plan without delay. The application scheme accords fully with the development plan and we respectfully request the application is approved in line with your officer's recommendation."

PLANNING HISTORY

Application site:

20/00202/O: Application Refused: 09/04/20 - Outline application for residential dwelling behind existing property – Croylands 157 Bexwell Road (Delegated decision)

17/00660/F: Application Permitted: 02/06/17 - Two storey and single storey extensions to main house and single storey rear extension to the annexe - 159 and 159A Bexwell Road (Delegated decision)

05/02436/F: Application Permitted: 16/01/06 - Two storey extension to dwelling - 157 Bexwell Road (Delegated decision)

Adjoining land to east:

21/01580/FM: Decision pending: Proposed hybrid for the proposed Bexwell to Bury St Edmunds Pipeline Scheme with full planning consent sought for a proposed 70 kilometre pipeline and associated above ground infrastructure at Gazeley, Isleham and Woodditton; and outline consent for above ground infrastructure at Bexwell, Kentford Ladys Green and Rede with all matters reserved except access - Drain From Bexwell To Bury St Edmunds

19/02216/NMA_1: Application Withdrawn: 07/08/20 - NON-MATERIAL AMENDMENT TO PLANNING PERMISSION 19/02216/F: Erection of Starbucks coffee shop and drive thru (class A3 use) and freestanding McDonald's restaurant with drive-thru (class A3/A5). Includes car parking, landscaping and associated works including the installation of 2 no. customer order displays, goal post height restrictor and child's play frame. Works for enclosure for gas and electricity (Delegated decision)

19/02216/F: Application Permitted: 01/06/20 - Erection of Starbucks coffee shop and drive thru (class A3 use) and freestanding McDonald's restaurant with drive-thru (class A3/A5). Includes car parking, landscaping and associated works including the installation of 2 no. customer order displays, goal post height restrictor and child's play frame. Works for enclosure for gas and electricity - Land At 161 Bexwell Road (Committee decision)

Land opposite application site:

20/01893/FM: Decision pending: Erection of a new Lidl food store (Use Class E) with associated car parking and landscaping

RESPONSE TO CONSULTATION

Town Council: Initial submission: RECOMMEND REFUSAL - Aspects of the proposed design are unacceptable in particular windows and balconies at the rear overlooking a neighbouring property and a built footprint oppressively close to the boundary line. The application currently seeks detailed approval of the design, as well as approval in principle of the development, with only landscaping being subject to a later application for reserved matters.

As it has a flat roof not pitched, it does not blend in with the surrounding streetscape or the mass of properties in Downham Market in the way that other Care Home Buildings and Commercial Properties have done.

It also uses minimal use of local building materials and as a building is out of context with surrounding buildings and the decimation of landscaping in the area will not hide it.

This application would further increase traffic journeys in Bexwell Rd as there are no nearby public transport links and 28 parking spaces for a 72 bed care home are totally inadequate. We are also concerned about the traffic flow and foot entrance in the absence of the road layout changes happening the flow of traffic would be hampered.

Amended scheme: RECOMMEND REFUSAL - the development is disproportionate to the size of site.

Highways Authority: NO OBJECTION subject to conditions relating to on-site parking and turning provision. Off-site highway improvement works and Travel Plan requirement.

Highways Authority – Public Rights of Way Officer: NO OBJECTION on Public Rights of Way grounds as although Wimbotsham Bridleway 14 is in the vicinity, it does not appear to be affected by the proposals.

Housing Development Officer: NO OBJECTION - I note that the proposal is for a Care Home which would come under C2 use class. Therefore, the proposal would not trigger Policy CS09 and there would be no affordable housing contribution required.

As stated within the applicant's correspondence, the Council's Housing Needs Assessment 2020 states that POPPI modelling (<https://www.poppi.org.uk/>) suggests that an additional 836 registered care spaces will be required over the next 20 years.

Stoke Ferry Internal Drainage Board: NO OBJECTION

Environmental Health & Housing – Environmental Quality: NO OBJECTION subject to condition regarding reporting of any unexpected contamination during construction works.

Environmental Health & Housing – CSNN: NO OBJECTION subject to conditions relating to: Construction Management Scheme, lighting, fixed plant and ventilation/extraction, opening hours and deliveries, details of waste bin compound/structure, surfacing of car park, acoustic fencing plus foul & surface water drainage details.

Environment Agency: NO OBJECTION

Norfolk Constabulary: NO OBJECTION – extensive comments relating to seeking Secured by Design accreditation.

Norfolk Fire & Rescue Officer: NO OBJECTION subject to sprinkler system being used.

Natural England: NO COMMENTS – standing advice applies.

West Norfolk Primary Care Trust: No comments received.

Anglian Water: NO OBJECTION

REPRESENTATIONS 8 items of correspondence received raising OBJECTION on the following grounds:

- Visual impact and landscape character – 3 storeys out of character and dominant;
- Loss of two open and spacious plots;
- Residential amenity – overlooking, overbearing and overshadowing, disruption during construction period – noise, odour, air quality, light pollution and visual impact;
- Recently declined planning application – rear of No.157 refused on grounds of cramped form of development contrary to the form and character of the area;
- Traffic safety on Bexwell Road – traffic speed, concentration of Starbuck's, McDonald's and proposed Lidl's store and pedestrian safety; and
- Congestion for residents of Landseer Drive – lack of on-site parking will lead to on-street parking locally.

1 Neutral comment: Request to move bins to eastern side of site.

13 items of correspondence in SUPPORT of the proposed development for the following reasons:

- Good facility for ageing population;
- Currently have to travel to Swaffham to get accommodation of this kind;
- Attractive buffer between standard residential properties and commercial development; and
- Neater gateway approach to the town from the east.

Cllr Josie Ratcliffe: Initially called in the application to be determined at the Planning Committee, but withdrew this request following the submission of amended plans.

LDF CORE STRATEGY POLICIES

CS01 - Spatial Strategy

CS02 - The Settlement Hierarchy

CS04 - Downham Market

CS08 - Sustainable Development

CS09 - Housing Distribution

CS11 - Transport

CS12 - Environmental Assets

Policy F1.1 - Downham Market Town Centre Area and Retailing

SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES PLAN 2016

DM1 – Presumption in Favour of Sustainable Development

DM2 – Development Boundaries

DM15 – Environment, Design and Amenity

DM17 - Parking Provision in New Development

NATIONAL GUIDANCE

National Planning Policy Framework (NPPF)
Planning Practice Guidance (PPG)
National Design Guide 2019

PLANNING CONSIDERATIONS

The key considerations when assessing this application are identified as follows:

- Principle of development
- Appearance and impact on form and character
- Impact upon residential amenity
- Highway implications
- Other material considerations

Principle of development

The application site lies within the Development Area of the Town, as defined on Inset F.1 of the Site Allocations & Development Management Policies Plan (SADMPP) and is therefore suitable for development subject to meeting other Policies contained in the Development Plan.

Policy CS04 & CS09 of the Core Strategy (CS) support residential development. The former states: “The provision of new housing will be carefully balanced with the need to provide additional services and local facilities both to meet the needs of the future population and also to redress present inadequacies within the existing level of services within the town.” The latter states: “Proposals for housing must take appropriate account of need identified in the most up-to-date strategic housing market assessment with particular regard to size, type and tenure of dwellings. (These needs will include appropriate provision for all sectors of the community, for example including the needs of elderly people or people with disabilities).”

It is generally acknowledged that we have an ageing population clearly demonstrated by housing needs survey work conducted by Christie & Co. which shows a shortfall of some 188 bed spaces at April 2021 with a projected increase of some 290 by 2031.

Indeed the Council's Housing Needs Assessment 2020 states that POPPI modelling (<https://www.poppi.org.uk/>) suggests that an additional 836 registered care spaces will be required over the next 20 years. It is therefore clear that there is a need/demand for such a facility in this area.

The current dwellings are believed to be former police houses and have been modified and extended over the passage of time. They have no intrinsic architectural merit and their demolition as part of the re-development of this site is considered to be acceptable.

The principle of developing this site is therefore considered to be consistent with the provisions of the Development Plan and is acceptable.

Appearance and impact on form and character

The Town Council and third party objections have criticised the proposal as being too big for the site and out of character with the building characteristics of this locality. However, the National Design Guide states:

“70. Well-designed tall buildings play a positive urban design role in the built form. They act as landmarks, emphasising important places and making a positive contribution to views and the skyline.

71. Proposals for tall buildings (and other buildings with a significantly larger scale or bulk than their surroundings) require special consideration. This includes their location and siting; relationship to context; impact on local character, views and sight lines; composition - how they meet the ground and the sky; and environmental impacts, such as sunlight, daylight, overshadowing and wind. These need to be resolved satisfactorily in relation to the context and local character.”

The agent opines that a contemporary approach is well suited to care home provision, as it allows for a greater degree of fenestration allowing more light into the building especially communal areas and better views out to the benefit of future residents. It can also incorporate high levels of fabric insulation and air tightness, in line with current thinking, with solar pv panels added to flat roofs (horizontally or 15 degree angled) to reduce energy use and CO2 emissions (in accordance with Policy CS08 of the CS).

The site lies on the eastern edge of the defined Town. As stated above, they are two of three former police houses set in substantial plots with more contemporary 2 storey volume build estate development beyond to the west and north.

To the immediate east planning permission has recently been granted for a Starbucks ‘drive-thru’ and McDonald’s restaurant (ref: 19/02216/F). To the south of the site on the opposite side of Bexwell Road there is a current application (ref: 20/01893/FM) for a Lidl food store which is pending decision.

So the form and character of this locality is evolving and will change in the near future. The commercial buildings are similar in style and materials featuring flat roofs with heights of elements ranging from 3.9 – 5.8m on the Starbucks building and 3 – 5.8m on the McDonald’s building.

It should be noted that the proposed Lidl development has yet to be determined however, the proposed food store is mono-pitched building with 5m eaves rising to 7m at the highest point/front. The facing materials are a mix of sheet metal cladding, timber cladding and slats with metal windows and doors.

As stated above, the proposed new building is a contemporary three storey structure with flat roofs and parapets at differing levels with closed-sided balcony features to certain rooms and terraces off communal lounge/dining rooms, plus a roof garden in the wing closest to, and facing, the road/south. The main 2 storey element is 7 - 7.5m in height with the third storey between 10 – 10.7m high.

Whilst it is accepted that the scale/size of this building is indeed large, its height is not vastly out of proportion when compared with the standard proportions of two storey dwellings at approx. 5m eaves and 8.5m ridges. However, those are pitched roof dwellings, so the bulk combined with the height will be noticeably different. The agent has provided a 3-dimensional rendition of the proposal and indicative street scenes/sections which shows it in context with the adjoining development.

When viewed from the west along Bexwell Road, it would be seen beyond the dense housing at the entrance to Landseer Drive, more open walled frontage but landscaped grounds to No.155 and with a backdrop of a line of Poplar trees to the north.

From the east and south from the A10 it would be seen between established landscaping with the Poplars to the north and visually stepping up from the new commercial buildings in the foreground and glimpses of housing rooflines beyond.

The use of render and buff facing bricks, tile hanging and metal windows is compatible to the palette of materials already used and authorised in this locality. Full details can be secured via condition. Whilst not part of these considerations (both hard and soft landscaping to be a reserved matter), the 3-D rendition shows carrstone walling at the front of the site bringing in more traditional/local materials.

Members will need to consider the views of the Town Council and third parties, who feel that the building is disproportionately large and would be unduly dominant. However, the view of officers is that the proposed care home would be seen in context with the existing residential scale buildings and the more contemporary commercial buildings (two which have permission). It is considered that the care home would create a successful landmark or gateway building on one of the main routes into the Town.

Impact upon residential amenity

The building is proposed to be sited 9m and 29m from the rear boundary (north wing and main part respectively) and 14m from the west side boundary (main part). The nearest dwelling is No.10 Lowry Way to the north which is at its closest point 14.1m away from the corner of the proposed north wing. Nos. 9 & 10 Lowry Way are set at an angle of approx. 40 degrees to the rear boundary and therefore have principal/habitable windows facing over the garden area and not directly towards the rear elevation of the care home.

There are existing semi-mature trees within the garden of No. 157 Bexwell Road and adjacent to No. 10 Lowry Way which afford a degree of screening. Landscaping is a reserved matter for future consideration; however an Arboricultural Impact Assessment accompanies this application and demonstrates that these trees may be retained within the garden area of the care home.

No.155 to the east lies some 22.5m at its closest point to the main part of the proposed building, which is considered to be ample separation.

It will be noted that the initial scheme was amended in response to objections received and input from Cllr Ratcliffe, to remove balconies to the rear elevation of the main structure and obscure glazing added to windows (at first and second floor levels) in the end elevation of the north wing and west elevation of the main part. The obscure glazing is shown on the amended plans and can be secured via condition.

The separation distances involved would not create overlooking, overbearing or overshadowing effects to such a degree as would warrant a refusal on those grounds as raised by third party objectors.

A Construction Management Plan may be secured via condition as suggested by CSNN to protect adjoining residents during the construction phase and a further condition regarding opening hours/delivery times covering the operation of the site thereafter.

External lighting could also be conditioned to ensure no adverse effects upon neighbouring properties.

The layout of the site places the active areas of the development adjacent to the road and away from residences.

With the aforementioned issues being secured via conditions, the proposal is therefore considered to accord with Policy DM15 of the SADMPP.

Highway implications

A new single access is proposed off Bexwell Road to serve the site, with the existing accesses closed up. The applicant proposes the construction of a right-hand turn lane provision to tie in with the current proposal on the nearby Lidl site. The Local Highway Authority have raised no objection to this proposal, however as no decision has been made on the Lidl site and there is no way of knowing or controlling which highway improvement works would come forward first, so conditions have been recommended to ensure full details of the proposed highway improvement works are provided prior to any works above slab level. This allows a comprehensive approach to be established to include consideration of the impact of the turning lanes required for the adjacent development.

The access leads into a parking area in front of the proposed new building with 28 spaces for cars (including 2 no. for people with disabilities), an ambulance, plus an 8-cycle rack. These provisions meet the standards of the LHA and may be secured via condition.

The application is also accompanied by a Transport Assessment (TA) and Travel Plan which have been the subject of assessment by the LHA.

The TA concludes that the site is located with convenient links to public transport. It is considered that these public transport modes linked with the good pedestrian and cycle facilities surrounding the site would offer realistic alternatives to the private car for visitors and staff of the site to travel by.

A Travel Plan framework, which provides the care home with initiatives to encourage staff, both existing and new to travel by non-car modes has also been prepared. Generally, this is considered to be acceptable subject to certain refinements/amendments which may be secured via condition as suggested by the LHA.

Other material considerations

Employment – the application details indicate that a total of 60 jobs would be created by this proposal during its operational phase: 10 Qualified Nursing Staff, 35 Care Assistants, 9 Catering & Household Staff and 3 Administration & Maintenance Staff. These would work in three shift/day with a maximum of 15 staff on site at its busiest period. These are economic benefits associated with the proposal that weigh in favour of the scheme.

Ecology – the application is accompanied by an Ecology Report which indicates that the site was surveyed based around extended Phase 1 survey methodology, as recommended by Natural England, in March 2021. It concludes that there are not considered to be any significant adverse effects on any protected species or statutory or non-statutory sites of nature conservation interest from the development proposals. Natural England raise no comments.

Sprinklers – Norfolk Fire & Rescue Services has recommended the use of a sprinkler system within the care home; however this will be covered by separate legislation under Building Regulations.

Drainage - Foul water is to be disposed of via main sewer. Anglian Water (AW) have confirmed that there is adequate capacity in their system to accommodate this proposal. Surface water was initially sought to be disposed of via deep bore soakaways, but testing has concluded that this is not feasible, so disposal is via AW mains as well. AW have agreed this method.

PROW – Wimbotsham Bridleway 14 runs to the immediate east of the site adjoining the Starbucks drive-thru. It is not affected by this proposal as confirmed by NCC's PROW officer. This is also the route for the proposed new Bexwell to Bury St Edmunds Pipeline Scheme (21/01580/FM) which would have no implications for this proposed development.

Historic refusal – An objector refers to a previous refusal on this site on the grounds of cramped form of development for a dwelling within the grounds of No.157 Bexwell Road (ref: 20/00202/O). That was for a piecemeal development whereas this is for the comprehensive development of both plots. Each application is assessed on its own merits, and this is a wholly different scheme.

Hair/Nail Salon and Café usage – It is considered necessary to restrict the use of these elements to residents and guests/visitors and not be open to members of the general public. This has been agreed by the agent.

Bin storage – Waste/recycling bin storage and amenity issues associated with this facility have caused concerns from CSNN and a third party. The bin store is proposed to the west of the access drive on the layout plans. A request to move the storage towards the eastern side of the frontage has been made, however the agent has advised that there are practical implications relating to manoeuvring of refuse vehicles. Odour and noise could be negated/reduced in impact by using a building to enclose the facility. Had it been a compound this could have been covered by the hard landscaping submission of reserved matters, however given that this may be a building, full details of the store is proposed to be covered via condition.

Acoustic fencing – CSNN request a section of acoustic boundary fencing between the car park area and No.155 Bexwell Road. This will be sorted in conjunction with discharge of condition for the reserved matters submission for hard landscaping.

Crime and Disorder – There are no significant implications with regards to Crime and Disorder issues relating to the proposed development. The Norfolk Constabulary ALO has given extensive guidance on pursuing Secured by Design accreditation.

CONCLUSION

This is an outline application (with only the landscaping reserved for future consideration) for a 72 bed care home which would go some way to meeting a recognised need in the area for such accommodation.

It is acknowledged that the proposed building is of a substantial scale/height and of contemporary style and materials. It would however be seen in context with the existing residential scale buildings to the west and north, and the more contemporary commercial buildings to the east and south (two which have permission and one potentially could come forward). Members will need to consider the design and scale of the building proposed, but officers consider that the care home would create a successful landmark or gateway building on one of the main routes into the Town.

The proposal would not adversely affect the amenities of adjoining residents in respect of light, outlook, privacy or overbearing impact.

The proposal is accompanied by a comprehensive package of reports including a needs assessment, flood risk assessment, arboricultural impact assessment, transport assessment and travel plan, an initial ecology appraisal, an energy report and a desk top contamination survey. These have not raised any fundamental issues to preclude development and there are no objections from technical consultees.

Landscaping, both hard and soft, would be dealt with in any future reserved matters application.

In the overall planning balance, officers consider that the overriding need for the proposed facility in this area, and the economic benefits it brings should be given significant weight in the decision-making process. There are no technical objections and whilst issues of design and scale need to be considered, officers believe they are in any case acceptable, and will lead to the provision of a gateway building into the town.

It is therefore concluded that the proposal accords with the provisions of the NPPF, Paragraphs 70 & 71 of the National Design Guide, Policies CS01, CS02, CS04, CS08, CS09, CS11 & CS12 of the Core strategy and Policies DM1, DM2, DM15 & DM17 of the SADMPP. The application is therefore duly recommended for approval subject to certain conditions stated below.

RECOMMENDATION:

APPROVE subject to the imposition of the following condition(s):

- 1 Condition Approval of the details of the landscaping of the site (hereinafter called 'the reserved matters') shall be obtained from the Local Planning Authority before any development is commenced.

- 1 Reason To comply with Section 92 of the Town and Country Planning Act, 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.

- 2 Condition Plans and particulars of the reserved matters referred to in Condition 1 above shall be submitted to the Local Planning Authority in writing and shall be carried out as approved. This shall also accord with the Arboricultural Impact Assessment Revision A dated 11.10.21 and submitted as part of this application.
- 2 Reason To comply with Section 92 of the Town and Country Planning Act, 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.
- 3 Condition Application for the approval of reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.
- 3 Reason To comply with Section 92 of the Town and Country Planning Act, 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.
- 4 Condition The development hereby permitted shall be begun not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the latest such matter to be approved.
- 4 Reason To comply with Section 92 of the Town and Country Planning Act, 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.
- 5 Condition The development hereby permitted shall be carried out in accordance with the following approved plans:
 - PL-002 Revision A
 - PL-003
 - PL-004 Revision A
 - PL-005 Revision A
 - PL-006 Revision A
 - PL-007
 - PL-008 Revision A
 - PL-009 Revision B.
- 5 Reason For the avoidance of doubt and in the interests of proper planning.
- 6 Condition Prior to the commencement of groundworks, an investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:
 - (i) a survey of the extent, scale and nature of contamination.
 - (ii) an assessment of the potential risks to:
 - human health,
 - property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
 - adjoining land,
 - groundwaters and surface waters,
 - ecological systems,

- archaeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with the Environment Agency's Land Contamination Risk Management (LCRM).

- 6 Reason To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. This needs to be a pre-commencement condition given the need to ensure that contamination is fully dealt with at the outset of development.
- 7 Condition Prior to the commencement of groundworks, a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.
- 7 Reason To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.
- 8 Condition The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of groundworks, other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be produced and is subject to the approval in writing of the Local Planning Authority.

- 8 Reason To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.
- 9 Condition In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition 6, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition 7, which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition 8.

- 9 Reason To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.
- 10 Condition Prior to the first occupation of the development hereby permitted the proposed access /on-site car and cycle parking / servicing / turning area shall be laid out, demarcated, levelled, surfaced and drained in accordance with the approved plan and retained thereafter available for that specific use.
- 10 Reason To ensure the permanent availability of the parking/manoeuvring areas, in the interests of satisfactory development and highway safety and to accord with the provisions of the NPPF and Policy DM17 of the SADMPP.
- 11 Condition Notwithstanding the details indicated on the submitted drawings, no works above slab level shall commence on site unless otherwise agreed in writing, until detailed drawings for the off-site highway improvement works (right hand turn lane provision) have been submitted to, and approved in writing by, the Local Planning Authority.
- 11 Reason To ensure that the highway improvement works are designed to an appropriate standard in the interest of highway safety and to protect the environment of the local highway corridor and accord with Policy CS11 of the Core Strategy (2011).
- 12 Condition Prior to the first occupation/use of the development hereby permitted, the off-site highway improvement works referred to in condition 11 shall be completed to the written satisfaction of the Local Planning Authority.
- 12 Reason To ensure that the highway network is adequate to cater for the development proposed and accords with Policy CS11 of the Core Strategy (2011).
- 13 Condition Upon commencement of construction of the development hereby permitted, an Interim Travel Plan shall be submitted to, and approved in writing by, the Local Planning Authority.
- 13 Reason To ensure that the development offers a wide range of travel choices to reduce the impact of travel and transport on the environment and to accord with the provisions of the NPPF.
- 14 Condition No part of the development hereby permitted shall be occupied prior to implementation of the Interim Travel Plan referred to in condition 13. During the first year of occupation an approved Full Travel Plan based on the Interim Travel Plan referred to in condition 13 shall be submitted to, and approved in writing by, the Local Planning Authority. The approved Full Travel Plan shall be implemented in accordance with the timetable and targets contained therein and shall continue to be implemented as long as any part of the development is occupied subject to approved modifications agreed by the Local Planning Authority as part of the annual review.

- 14 Reason To ensure that the development offers a wide range of travel choices to reduce the impact of travel and transport on the environment and to accord with the provisions of the NPPF.
- 15 Condition Prior to commencement of development a detailed construction management scheme must be submitted to and approved by the Local Planning Authority; this must include proposed timescales and hours of the demolition phase, construction phase, deliveries/collections and any piling. The scheme shall also provide the location of any fixed machinery, their sound power levels, the location and layout of the contractor compound, the location of contractor parking, the location and layout of the materials storage area, machinery storage area and waste & recycling storage area, proposed attenuation and mitigation methods to protect residents from noise, dust, vibrations, odour, lighting and litter and communication methods to the wider community regarding the construction phases and likely disruptions. The scheme shall be implemented as approved.
- 15 Reason To ensure that the amenities of neighbouring residents are safeguarded in accordance with the NPPF and Policy DM15 of the SADMPP. This needs to be a pre-commencement condition to ensure that those measures are in place.
- 16 Condition Prior to the installation of any external plant, fixed machinery, mechanical extract or ventilation systems, flues or discharge points for fumes/cooking odours etc, a detailed scheme shall be submitted to and approved in writing by the Local Planning Authority.
- The scheme shall specify the make, model and sound power levels of the proposed unit(s)/plant, the siting of the unit(s)/plant and the distances from the proposed unit(s)/plant to the boundaries with neighbouring dwellings, details of anti-vibration mounts and noise attenuation measures, heights and locations of flues and vents, sound power levels of any fans/motors and odour control measures. The scheme shall be implemented as approved and thereafter maintained as such.
- 16 Reason In the interests of the amenities of the locality in accordance with the principles of the NPPF.
- 17 Condition Prior to the installation of any external lighting a detailed outdoor lighting scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the type of lights, the orientation/angle of the luminaries, the spacing and height of the lighting, the extent/levels of illumination over the site and on adjacent land, and the measures to contain light within the curtilage of the site. The scheme shall be implemented in accordance with the approved scheme and thereafter maintained and retained as agreed.
- 17 Reason In the interests of minimising light pollution and to safeguard the amenities of the locality in accordance with the NPPF.
- 18 Condition Prior to first use of the development hereby approved, details of the proposed delivery/collection times for consumables etc, and opening times for visitors, shall be submitted to and approved in writing by the Local Planning Authority. The agreed times should be adhered to thereafter unless otherwise agreed in writing by the Local Planning Authority.
- 18 Reason In the interests of the amenities of the locality in accordance with the principles of the NPPF.

- 19 Condition Prior to the completion of the development hereby approved, details of a secure building to house the waste and recycling bins for the site shall be submitted to and approved by the Local Planning Authority. The bin store shall be built as approved and thereafter used and maintained as such.
- 19 Reason In the interests of the amenities of the locality in accordance with the principles of the NPPF.
- 20 Condition No development shall take place on any external surface of the development hereby permitted until details of the type, colour and texture of all materials to be used for the external surfaces of the building(s) have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
- 20 Reason To ensure a satisfactory external appearance and grouping of materials in accordance with the principles of the NPPF.
- 21 Condition Before the first occupation of the building hereby permitted, the windows at first and second floor levels in the north and west elevations, as shown on the approved plan Drawing No.PL-009 Revision B, shall be fitted with obscured glazing. The windows shall be permanently retained in that condition thereafter.
- 21 Reason To protect the residential amenities of the occupiers of nearby property and to accord with Policy DM15 of the SADMPP (2016).
- 22 Condition The café and hair/nail salon indicated on the approved plan Drawing No.PL-003, shall be held and used in association with the care home for use by residents and their visitors only and not made available to members of the general public.
- 22 Reason To define the terms of this permission and control the use of the premises, as additional traffic generation could cause issues with regards to parking and highway safety. In accordance with the provisions of the NPPF, Policy CS11 of the Core Strategy (2011) and Policy DM15 of the SADMPP (2016).