

COMMITTEE DATE: 21/11/2017

Application Reference: 17/0406

WARD: Bispham

DATE REGISTERED: 22/06/17

LOCAL PLAN ALLOCATION: No Specific Allocation

APPLICATION TYPE: Full Planning Permission

APPLICANT: AUTUMN LEAVES RESIDENTIAL HOME

PROPOSAL: Erection of single storey rear extensions to form orangery and six bedrooms and internal alterations to increase overall number of bedrooms from 17 to 25.

LOCATION: 502 DEVONSHIRE ROAD, BLACKPOOL, FY2 0JR

Summary of Recommendation: Grant Permission

CASE OFFICER

Mr Gary Johnston

BLACKPOOL COUNCIL PLAN 2015 -2020

This application accords with **Priority one of the Plan** - The economy: Maximising growth and opportunity across Blackpool and **Priority two of the Plan** - Communities: Creating stronger communities and increasing resilience.

SUMMARY OF RECOMMENDATION

This application is for extensions to an established care home. Whilst it is recognised that the property was built as a house in common with the other properties which form a cluster on the western side of Devonshire Road it has a large rear garden area and is set on a wide plot. The application has been amended to seek to balance the needs of improving the care home whilst respecting the amenities of the neighbouring residents. On balance it is considered that the proposals accord with paragraph 17 of the National Planning Policy Framework (NPPF), Policy CS7 of the Core Strategy and Policies AS1, LQ14 and BH3 of the Local Plan.

INTRODUCTION

Planning permission was granted in 1988 (planning application reference 86/1582) for a change of use from residential (Class C3) to a Rest Home (Class C2). Since being granted change of use, two further applications have been approved to extend the property (planning application references 88/0688 and 88/1834). The application has been amended

following discussions with officers - a first floor extension to the south west corner of the property has been omitted and the design, height and position of the projecting extension from the north west corner of the property has been amended.

SITE DESCRIPTION

The property is within an established residential area, but it does not have any allocation on the Local Plan Proposals Map. There is a cluster of properties on the western side of Devonshire Road and they are surrounded by North Shore Golf Course to the rear.

The property is a large two storey detached property set in a large garden area with a car parking area to the front and side. The property is currently used as a residential care home for the elderly (Class C2) with 17 bedrooms. The property has previously been extended in the late 1980's shortly after its current use commenced.

The site is set below the level of Devonshire Road with the land sloping down from the golf course to the rear in a north easterly direction.

DETAILS OF PROPOSAL

The proposal is to carry out internal alterations to the property including extensions to provide additional bed space capacity thus increasing the number of residents from 17 to 25. The proposals consist of squaring off the south west corner of the property and rear extensions from the north west corner of the property. The extensions would take the form of a glazed orangery and a single storey wing which would project into the rear garden and provide an enlargement to the dining area and four bedrooms. An additional area of car parking would be provided to the south of the existing property.

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- **Principle**
- **Design**
- **Amenity**
- **Highway Safety**
- **Parking and Servicing Arrangements**
- **Other Issues**

These issues will be discussed in the assessment section of this report.

CONSULTATIONS

Head of Highways and Traffic Management: I have now had the opportunity to review the drawings and have undertaken two site visits during normal times.

The existing use is quite easily accommodated with little issues, as far as I can see, in

relation to access and parking. The available space at the front can accommodate seven spaces, possibly more but manoeuvrability would be difficult. The situation may be different with regards to access and parking, with possible over-spill onto the highway (an existing problem possibly made worse) during the evening and weekends when more visitors are likely to attend.

The proposal does not seek to increase the parking provision (***additional space is proposed to the south of the building***) and it is my view that the proposal will generate additional vehicle trips which will be a nuisance to neighbours, and parked vehicles on-road will affect forward visibility to the site access and neighbouring properties' access to the detriment of highway safety.

On this basis, I wish to object to this proposal and recommend refusal.

PUBLICITY AND REPRESENTATIONS

Press notice published: Not Applicable

Site notice displayed: Not applicable

Neighbours notified: 22 June 2017 and 18 October 2017

Two neighbour objections have been received in relation to the original plans for - *Erection of part two storey/ part first floor rear/ side extension and erection of single storey rear extension, to form lounge and 8 additional bedrooms*, from 500 and 504 Devonshire Road.

The issues raised are as follows -

1. The proposed two storey extension because of its proposed proximity to 500 Devonshire Road would offer the potential to overlook rooms in 500 Devonshire Road and the rear garden.
2. The proposed extensions would cause a loss of light.
3. The increase in the number of residents from 17 to 25 would result in additional visitors to residents (families and friends) and additional visits from professional healthcare staff.
4. Visitors currently park on Devonshire Road which affects visibility and manoeuvrability when accessing /egressing driveways.
5. The proposal represents a further expansion of a commercial use in a residential area.
6. The single storey wing into the rear garden is likely to be hit by golf balls.
7. Concern about levels of respective properties.
8. Concern about additional surface water run off.
9. Concern about impact on garden area - shading /bulk and mass of the single storey wing.

A further representation has been received from the owner of 504 Devonshire Road enclosing photographs showing the extent of potential shading of his rear garden at this time of year, showing the car parking area full, showing a vehicle unloading on Devonshire Road, showing a vehicle reversed in the drive and blocking access to and egress from the car parking area and a car parked on Devonshire Road. He also raises the following points:

REAR EXTENSION REVISED DRAWING 01/11/2017

Reference the right side elevation (Showing position of current fence). Missing the roof? This fails to show the actual roof line which is in fact only 450mm lower than the original plans. The new design is primitive and an eyesore.

The current distance of the existing building is at present 250mm from the boundary fence (this being ground and first floor). The proposed building would only be 2.00 metres from the boundary fence, but that would be 27.5 metres further down the garden at its furthest point. The rest would taper towards the boundary - the scale of this extension and loss of light is huge.

ENTRANCE

I do not know which entrance is classified as the main entrance.

What I do know is all residents, staff, visitors, nurses, doctors, ambulances, deliveries and maintenance staff enter and exit the side door (where the ramp is fitted). This activity takes place 24/7, not just sociable hours. This activity is 3.700 metres directly in front of my kitchen window, so close in fact I get countless smiles, waves and nods through the window in the privacy of my own house. Although unfortunately there is nothing for me to do about it now, an increase of these occurrences is completely unacceptable.

MY EXTENSION

The extension I have recently completed is in line with all the other extended residential properties; I spoke to my neighbour before submitting my plans.

With that in mind, the existing Care Home is still 8 metres further out than this line while also being a ground floor and first floor house.

The proposed plans show this already overdeveloped site wanting to extend a further 18.7 metres. This would truly have a huge impact.

CAR PARKING

The site has insufficient parking at present and would benefit from an expansion for the traffic it already receives to make it safer for users and highways. My house is not far short from the parking facilities the Care Home has. Houses 506 Devonshire Road and 508 Devonshire Road have increased their parking facilities over the years I suspect due to the traffic on Devonshire Road. The situation would be far worse with an approximately 50% increase in residents, visitors etc.

NATIONAL PLANNING POLICY FRAMEWORK

Paragraph 17 - achieve a good standard of design and amenity

Section 6 – Delivering a Wide Choice of High Quality Homes (paragraphs 50 and 53).

Section 7 – Requiring Good Design (paragraphs 59 – 66)

BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY

The Blackpool Local Plan Part 1: Core Strategy was adopted by the Council in January 2016. The policies in the Core Strategy that are most relevant to this application are -

CS7 – Design Quality

SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016

The Blackpool Local Plan was adopted in June 2006. A number of policies in the Blackpool Local Plan (2006) have now been superseded by policies in the Core Strategy (these are listed in Appendix B of the Core Strategy). Other policies in the Blackpool Local Plan are saved until the Local Part 2: Site Allocations and Development Management Policies is produced.

The following policies are most relevant to this application:

LQ1 – Lifting the Quality of Design

LQ2 – Site Context

LQ4 – Building Design

LQ14 – Extensions and Alterations

BH3 – Residential and Visitor Amenity

AS1 - General Development Requirements

Supplementary Planning Guidance 9: Residential Institutions.

ASSESSMENT

Principle - There is currently no specific policy relating to the extension of existing care homes and hence the principles of Policy BH24 could be considered when assessing applications for extensions to existing homes. Policy BH24 has five criteria and it is considered that three of these are relevant in this case -

- type of use applied for
- intensity of use and its effect on adjacent occupiers
- suitability of the premises and location

The proposals relate to a care home with 14 single bedrooms and 3 double bedrooms. The proposal is create 25 en-suite bedrooms. The home has a good rating from the Care Quality Commission (CQC) and hence there is a social benefit in providing additional rooms at the home. Whilst the property was built as a house, it is situated on a large plot (as are the neighbouring properties) and hence the principle of extending the home is acceptable subject to design, amenity and parking considerations which are discussed in other parts of this assessment.

Design - The application has been amended to omit a first floor element at the rear and which would have been close to 500 Devonshire Road and hence the single storey extensions proposed would be subservient to the existing home. The extension to the south

west corner of the home would replicate the existing lean to type extension to the home. The projecting rear extension would take a different form in that it would have a very shallow sloping green roof which pays homage to the setting of the home adjacent to the golf course to the rear. The slope would be away from the neighbour at 504 Devonshire Road to the north and the eaves would be just below the eaves of the existing gable adjacent the boundary with 504 Devonshire Road. It is proposed to have a glazed element to link the existing with the new and then a rendered facade to reduce the bulk of the extension. It is considered that the proposals meet the requirements of paragraph 17 and section 6 of the NPPF, Policy CS7 of the Core Strategy and Policy LQ14 of the Local Plan.

Amenity- The amended scheme has sought to reduce the impact of the proposals on the amenities of the occupiers of 500 and 504 Devonshire Road. The omission of the first floor element at the rear which would have been close to 500 Devonshire Road means that the single storey extension adjacent to 500 Devonshire Road would not have a significant impact on the amenities of the occupiers of this property. It would be approximately 2.5 metres from the boundary at its nearest point and being to the north of 500 Devonshire Road it would not have any shading issues. The amendments to the extension adjacent to 504 Devonshire Road have sought to reduce the impact on the amenities of the occupiers of this property. It is acknowledged that the extension is long at 19 metres in length but its height and design have been altered in an attempt to reduce its bulk and the potential for shading of 504 Devonshire Road's garden. The introduction of a green roof has also sought to reduce the impact on outlook from 504 Devonshire Road. Glazing in the elevation facing 504 Devonshire Road would be obscure glazing so there would be no potential for overlooking of 504 Devonshire Road.

On balance it is considered that the amendments to the scheme meet the requirements of paragraph 17 of the NPPF, Policy CS7 of the Core Strategy and Policy BH3 of the Local Plan.

Highway Safety - the site is lower than Devonshire Road and hence it is not readily apparent whether the parking areas within the site are occupied. The driveway is wide and there is an added benefit in that the distance from Devonshire Road to the drive is greater than normal because of the existence of a grass verge. Visibility at the access is good because of the alignment of Devonshire Road and the wide open and level frontage. It is acknowledged that Devonshire Road is a busy distributor road but cars can enter and leave the site in forward gear. As for larger vehicles - food supplies, laundry etc. these would have to park on Devonshire Road and an ambulance could reverse into the site.

Parking and Servicing Arrangements - the car parking standards would require a maximum of five car parking spaces (one for every five residents) Two cars can be parked to the north of the existing building, two to the south (in tandem) and two/three on the frontage although the block paved area does not contain marked spaces. There is no dedicated servicing area within the site. Local residents suggest that there is a problem with on-street parking although officers have not witnessed there being a problem.

Other Issues - the single storey rear extension to the north west corner of the building would be cut into the rear garden area which had been re-profiled following a previous extension to the home. The proposal would leave a garden area of some 12 metres wide by

20 metres in length and hence there would be adequate amenity space for a home of this size. The use of a green roof would help reduce surface water run off from the roof of the extension. The potential for the extension to be hit by stray golf balls is not a planning consideration.

CONCLUSION

This application is for extensions to an established care home. Whilst it is recognised that the property was built as a house in common with the other properties which form a cluster on the western side of Devonshire Road it has a large rear garden area and is set on a wide plot. The application has been amended to seek to balance the needs of improving the care home whilst respecting the amenities of the neighbouring residents. On balance it is considered that the proposals accord with paragraph 17 of the NPPF, Policy CS7 of the Core Strategy and Policies AS1, LQ14 and BH3 of the Local Plan.

LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION

None

HUMAN RIGHTS ACT

Under Article eight and Article one of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others. It is not considered that the application raises any human rights issues.

CRIME AND DISORDER ACT 1998

The contents of this report have been considered in the context of the Council's general duty, in all its functions, to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998.

BACKGROUND PAPERS

Planning Application File(s) 17/0406, 88/1834, 88/0688 and 86/1582 which can be accessed via the link below:

<http://idoxpa.blackpool.gov.uk/online-applications/search.do?action=simple>

Recommended Decision: Grant Permission

Conditions and Reasons

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority including the following plans:

Location Plan stamped as received by the Council on 12th June 2017

Drawings showing floor layouts and elevations dated 16th October 2017 and car parking layout.

Reason: For the avoidance of doubt and so the Local Planning Authority can be satisfied as to the details of the permission.

3. Details of materials to be used on the external elevations shall be submitted to and agreed in writing by the Local Planning Authority prior to the development being commenced.

Reason: In the interests of the appearance of the locality, in accordance with Policy LQ14 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

4. Prior to the development hereby approved being first brought into use the car parking provision shown on the approved plan shall be provided and shall thereafter be retained.

Reason: In the interests of the appearance of the locality and highway safety, in accordance with Policies LQ1 and AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

Advice Notes to Developer

1. Please note this approval relates specifically to the details indicated on the approved plans and documents, and to the requirement to satisfy all conditions of the approval. Any variation from this approval needs to be agreed in writing by the Local Planning Authority prior to works commencing and may require the submission of a revised application. Any works carried out without such written agreement or approval would render the development as unauthorised and liable to legal proceedings.