

COMMITTEE DATE: 20/03/2018

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 6 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

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 revised proposals accord with para 17 of the NPPF, Policy CS7 of the Core Strategy and Policies AS1, LQ14 and BH3 of the Local Plan.

INTRODUCTION

The application was deferred at the meeting of the Council's Planning Committee on 21 November 2017. The Committee considered the application and raised concerns relating to the impact of the proposed rear extension on the amenities of the occupiers of 504 Devonshire Road due to its positioning, the length of the proposed extension and its proximity to the neighbouring property. Members considered that a deferral of the application to a future meeting would be appropriate to give the applicant the opportunity to consider the Committee's concerns regarding the proposed development's impact on the amenities of the occupiers of the neighbouring property. The applicant and his agent have

met with the owner of 504 Devonshire Road and the amendment to the application has resulted from that meeting.

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 rear extension 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 20 to 25. The proposals consist of squaring off the south west corner of the property and a rear extension from the rear elevation of the property which would be inset between approx 3.8 metres and 4.8 metres from the boundary with no 504 Devonshire Road (previously the extension was shown as being between 1 metre and 2.5 metres from the boundary with no 504). The extension would take the form of a glazed dining room extension/ orangery and a single storey wing which would project into the rear garden and provide a seating area off the dining room and 4 bedrooms. The single storey extension would have a shallow monopitched green roof which would slope away from the neighbour's property at no 504. An additional area of car parking would be provided to the south of the existing property.

(Various options for the extensions were considered by the applicant following the deferral of the application and this was deemed to be the best compromise in terms of meeting the requirements of the home whilst respecting the amenities of the occupiers of no 504 Devonshire Road)

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 - Originally objected to the application on the basis that no car parking layout was provided as part of the application. Having seen the car parking layout and considered this in relation to the standards (1 car parking space for every 5 residents) does not wish to raise an objection to the application as sufficient off street car parking is available to serve the use

PUBLICITY AND REPRESENTATIONS

Neighbours notified : 22 June 2017 and 18 October 2017 and 26 February 2018

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 no 500 would offer the potential to overlook rooms in no 500 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 was received to the original application from the owner of no 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 raised 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 don't 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's nothing for me to do about it now, an increase of these occurrences is completely unacceptable.

MY EXTENSION

The extension I've 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 isn't far short from the Parking facilities the Care Home has. Houses 506 and 508 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.

A further representation has been received following the Planning Committee meeting on 21 November 2017 from -

Miss S Smith 483 Devonshire Road, Bispham, FY2 0JR (Objects)

I am watching this application with interest. I live opposite the Autumn Leaves home and confirm that I regularly see cars parking on the main road verge and go in to the home, regardless of whether there is a place or several places in the car park or not. As I type this it is noon on a Sunday. I have already this weekend photographed 5 different cars parked on the road and I am not at home very much over a weekend! I can state I have watched each

one of those people that have parked on the verge/roadside go into the home and not to any of the neighbours. I can also state that I witness regularly professionals visiting and parking on the roadside, this is obvious from their uniforms and badges round their necks. I see the parking on the road to be a risk both to local vehicles and others that use the road including all of the emergency services. it is an extremely busy, dangerous and often speedy stretch of road. A recent speed and vehicle check set up by the police in the same stretch of road resulted in a three car pile up. I would not recommend any application that encourages the prospect of more vehicles in this area. There is a bus stop in the vicinity and same side of the home. Crossing the road in that same area is a huge difficulty for everyone who uses this stop due to the volume of traffic. Parked vehicles hinders visibility to the pedestrians. I see one of the comments in support of the application is that it may encourage more jobs, more staff often = more cars. More residents = more visitors and professionals attending the home. I would strongly not recommend this.

Letters from the owner and manager in support of the application have been received confirming numbers in the home would increase from 20 to 25, referring to the residential appearance of the home, referring to the open visiting times and the availability of off street parking and referring to changes to the proposed application to mitigate any impact on the neighbours.

Additional letters of support received from 199 Ashfield Road, 31 Dawlish Avenue, 1 Carlisle Grove and 5 Keats Close (two employees and 2 people who have relatives at the home) referring to the homely atmosphere, the quality of care, the benefit of providing all single rooms and the availability of off street car parking

No comments have been received so far in relation to the amended plans and the notification letter sent on 26 February 2018. Any comments received prior to the Planning Committee meeting will be reported in the update note.

NATIONAL PLANNING POLICY FRAMEWORK

Para 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 policy in the Core Strategy that is most relevant to this application is -

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

BH24 - Residential Institutions and Community Care Residential Use

AS1 - General Development Requirements

Supplementary Planning Guidance 9: Residential Institutions

ASSESSMENT

Principle - There is currently no specific policy relating to the extension of an existing care home 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 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 no 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 no 504 to the north and the eaves would be just below the eaves of the existing gable of the two storey extension at the rear of the home. 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 para 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 nos 500 and 504 Devonshire Road. The omission of the first floor element at the rear which would have been close to no 500 Devonshire Road means that the single storey extension adjacent to no 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 no

500 it would not have any shading issues. The amendments to the extension adjacent to no 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 19.6 metres in length but its height and design have been altered in an attempt to reduce its bulk and the potential for shading of no 504's garden and the revised proposal would see it set approx 3.8 to 4.8 metres away from the boundary with no 504 (the previous proposal considered by the Committee was for the extension to be set between 1 metre and 2.5 metres from the boundary with no 504). The introduction of a green roof has also sought to reduce the impact on outlook from no 504. Glazing in the elevation facing no 504 would be obscure glazing so there would be no potential for overlooking of no 504. It is recognised that the amended plan in setting the extension away from the boundary with no 504 would move it closer to no 500 but there would still be a reasonable set off distance from the boundary with no 500 - circa 6 metres. In addition the extension would be to the north of no 500 and the windows on the elevation facing no 500 would be angled towards the golf course to the rear. On balance it is considered that the amendments to the scheme meet the requirements of para 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 5 car parking spaces (1 for every 5 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 your 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 6 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 revised proposals accord with para 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.doaction=weeklyList>

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 received on 23 February 2018 and car parking layout received on 7 November 2017

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.