



DEVELOPMENT MANAGEMENT REPORT

TO: Development Management Committee (North)

BY: Development Manager

DATE: 1 November 2016

DEVELOPMENT: Redevelopment to provide 70 bed residential care home (Use Class C2), 8 extra care apartments (Use Class C2) and 3 extra care bungalows (Use Class C2), proposed access road, parking, landscaping and other associated works

SITE: Land North of Old Guildford Road Broadbridge Heath West Sussex

WARD: Broadbridge Heath

APPLICATION: DC/16/1329

APPLICANT: Mr Tod

REASON FOR INCLUSION ON THE AGENDA: The development represents a departure from the Development Plan

RECOMMENDATION: To delegate authority to the Development Manager to grant planning permission subject to the completion of a relevant S106 agreement and conditions.

1. THE PURPOSE OF THIS REPORT

To consider the planning application.

DESCRIPTION OF THE APPLICATION

- 1.1 The principle of a care home on this site was established by an earlier outline application (DC/13/2408) which was granted on appeal and established the principle of a 60 bed care home with associated detached staff accommodation. That outline permission also established the land use of the site, the building heights and the position of the vehicular access for any ensuing reserved matters application. This application is not a reserved matters application pursuant to that outline application, but a full application seeking permission for a different form of development.
- 1.2 The means of access to the site determined as part of the outline application is the same access now proposed.
- 1.3 The application is a full application proposing the following elements:
 - i) Erection of a 2 1/2 storey 'H' shaped block comprising a 70 bed care home. This lies on the rear part of the site, sited so that the two main wings of accommodation run in a north-south direction linked in the middle by the 'community' elements of the home. At ground floor level that includes the main entrance, dining facilities, bistro, hair salon, and ancillary admin uses, at first floor two lounges, cinema, quiet room, activities room and a library. The second floor is

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incorporated into the roof space in the east facing wing and incorporates a kitchen, laundry, staff facilities, plant and storage space. The rooms are between 15 sqms – 19.6 sqms in size and each room includes an en-suite shower room. At ground floor level each room has direct external access to a small patio. At the front of the building lies the parking for the care home and tucked into one corner of the scheme a bin store and cycle store.

The elevations are very traditional in form with brick, render and tile hung facades and pitched tiled roofs. The front elevations incorporate a clearly identifiable main entrance in the centre of the front elevation, with terrace at first floor above looking out across the site. The height is maintained at a maximum of just under 9m, including the wing which accommodates a second floor. This is the same height as permitted for two storey development on the adjacent site and less than the permitted height for 2 ½ storey development on that site.

The care home is set back well into the site, it would lie 12m at the closest point and 35m at the furthest from the rear boundary, 7.4 – 15.2m from the westernmost flank boundary, - adjacent to the footpath and landscaped strip that runs through the site and 8.5-12m from the edge of the tree screen on the eastern boundary.

- ii) Erection of a 2 ½ storey block of extra care apartments. This block sits side on to Old Guildford Road facing onto the access road into this site. Six x 2-bedroom flats and 2 x 1-bedroom flats are proposed. The elevations are traditional in form, with render, brick and tile hung elevations and a pitched tiled roof. The main entrance faces onto the access road. The building contains a second floor within the roofspace and dormer windows are proposed on the flank and rear elevation to illuminate this accommodation. The building would be just under 9m in height. The block would lie 23 m from the trees at the front of the site and would have parking spaces allocated on either side of the building. Amenity space is allocated at either side of the building.

The apartments would lie between 23 and nearly 49m from the front boundary which lies towards the rear of the tree line along the Old Guildford Road and between 4 – 11.6m from the easternmost tree line. This block sits back 5-14m from the adjacent access road and 35.5m from the front of the care home. These apartments lie broadly in the position shown on the original outline illustrative plan for the staff accommodation.

- iii) Erection of three 1 ½ storey extra care bungalows: these are sited in front of the care home and would be positioned to the west of the entrance road and around one of the planted seating areas lying within the site. The bungalows form one pair of semi-detached 2 bed units lying parallel to the westernmost boundary and a single 2 bed unit lying parallel to the Old Guildford Road. Each unit would benefit from a private garden. The design of the elevations is once again of traditional form with brick elevations and a pitched tiled roof and decorative tile hanging on the flank elevations and the porch.. Dormer windows are proposed in the front facing roofspace to illuminate the first floor bedroom.

The southernmost bungalow lies between 6 – 18m from the southernmost tree line along the highway, whilst the semi-detached bungalows to the north west lie between 4.4-7.8m from the westernmost site boundary. They face onto the access road at a distance of approximately 21-22m and lie 10m from the front of the care home.

Parking for the bungalows lies in a small parking area just inside the site, opposite the extra care apartments.

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- 1.4 The scheme provides a range of care alternatives across the site – from residential care within the care home environment to the additional care provided within the apartments and bungalows. These differing facilities aim to accommodate both fit and frail older residents providing an environment in which older people may live independently and also receive care and support services when required. The site aims to address a range of needs, types of accommodation, opportunities for social interaction and continued independence. The range of facilities sited within the care home would also be available to the residents of the apartments and bungalows.
- 1.5 The existing site is well contained by significant levels of planting along the southern and eastern boundaries. The western and northernmost boundaries will be subject to planting to delineate those boundaries – a significant tree screen along the northern boundary between the proposed care home and the bungalows which form part of the adjoining residential alongside a hedgerow; hedgerow planting along the boundary where the bungalows adjoin the footpath leading along the site from Old Guildford Road and more mature planting and hedgerow along that boundary where adjacent to the care home.
- 1.6 Within the site a mixture of trees, hedgerows and flower gardens are proposed. The only private gardens would form part of the bungalows development – all other units relying on communal amenity space. A network of footpaths is proposed around the site
- 1.7 The development overall provides 40 parking spaces.
- 1.8 The scheme provides parking in four groups around the site:
- 27 spaces for the care home allocated in a group offset towards the eastern boundary in front of the care home
 - 3 spaces for the apartments lying between the apartments and the parking for the care home
 - 5 spaces for the apartments lying directly to the south of the apartment block
 - 5 spaces for the bungalows lying between the entrance and the bungalows themselves to the western side of the access road.

DESCRIPTION OF THE SITE

- 1.9 The site lies adjacent to, but outside the settlement boundary of Broadbridge Heath and comprises a single arable field lying to the north of the Old Guildford Road. Adjacent to the western edge of the site lies an existing tree/hedgerow line which runs in a northerly direction and within which runs a public right of way. This meets another footpath to the north beyond the site boundary which is also an identified public right of way. The site gently slopes downhill towards the northern boundary. The site boundaries provide a good degree of mature planting on the southern and eastern boundary whilst the other two boundaries are open.
- 1.10 Mulberry Place, a grade II listed building, lies some 93 metres plus, to the east of the site behind a significant screen of intervening tree planting.
- 1.11 Broadbridge Heath is identified as a small town/larger village within Policy 3 of the Horsham District Planning Framework. It has a good range of services and facilities together with reasonable public transport access. It continues to undergo substantial levels of development pursuant to previous planning approvals located in and around Old Wickhurst Lane.

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2. INTRODUCTION

STATUTORY BACKGROUND

- 2.1 The Town and Country Planning Act 1990.

RELEVANT GOVERNMENT POLICY

National Planning Policy Framework

- 2.2 Building a strong, competitive economy (Section 1)
Promoting sustainable transport (Section 4)
Delivering a wide choice of high quality homes (Section 6)
Requiring good design (Section 7)
Promoting healthy communities (Section 8)
Meeting the challenge of climate change, flooding and coastal heritage (Section 10)
Conserving and enhancing the natural environment (Section 11)
Conserving and enhancing the historic environment (Section 12)

Technical guidance to the National Planning Policy Framework

Planning Practice Guidance

RELEVANT COUNCIL POLICY

- 2.3 Horsham District Planning Framework

Policy 1 (Strategic Policy: Sustainable Development)
Policy 2 (Strategic Policy: Strategic Development)
Policy 3 (Strategic Policy: Development Hierarchy)
Policy 4 (Strategic Policy: Settlement Expansion)
Policy 15 (Strategic Policy: Housing Provision)
Policy 16 (Strategic Policy: Meeting Local Housing Needs)
Policy 18 (Retirement Home and Specialist Care)
Policy 24 (Strategic Policy: Environmental Protection)
Policy 25 (Strategic Policy: The Natural Environment and Landscape Character)
Policy 26 (Strategic Policy: Countryside Protection)
Policy 31 (Green Infrastructure and Biodiversity)
Policy 32 (Strategic Policy: The Quality of New Development)
Policy 33 (Development Principles)
Policy 34 (Cultural and Heritage Assets)
Policy 35 (Strategic Policy: Climate Change)
Policy 37 (Sustainable Construction)
Policy 38 (Strategic Policy: Flooding)
Policy 39 (Strategic Policy: Infrastructure Provision)
Policy 40 (Sustainable Transport)
Policy 41 (Parking)
Policy 42 (Strategic Policy: Inclusive Communities)
Policy 43 (Community Facilities, Leisure and Recreation)

RELEVANT NEIGHBOURHOOD PLAN

- 2.4 None

PLANNING HISTORY

DC/13/2408	Outline application for the erection of up to 165 residential dwellings (use class C3) including affordable housing, a 60-bed care home (use class C2) with separate staff	Refused, and Allowed on Appeal
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accommodation, two new vehicular accesses, associated infrastructure, groundworks, open space and landscaping (Outline)
(Development affects the setting of a Listed Building)

DC/16/1073

Reserved Matters application for the residential element of outline planning permission DC/13/2408, comprising 165 residential units, including 66 affordable units, and associated, parking, landscaping and open space

Members resolved to grant permission, subject to legal agreement and outstanding parking layout issues.

3. OUTCOME OF CONSULTATIONS

- 3.1 Where consultation responses have been summarised, it should be noted that Officers have had consideration of the full comments received, which are available to view on the public file at www.horsham.gov.uk.

INTERNAL CONSULTATIONS

3.2 **HDC Arboricultural Officer:** No objection

The revision of the siting of the 'problem' dwellings close to the trees on the SW corner of the site is much improved. Clearly the garden attendant to the single dwelling will suffer from some shading problems, but not now to an extent that I consider would clearly lead to irresistible post development pressures upon the lime trees explained in my previous reports to you.

Other concerns have previously been attended to satisfactorily.

Accordingly I am now happy to register NO OBJECTION to the proposals, my previous objections being withdrawn.

3.3 **Collections Supervisor:** Comment

Possible concern over visibility splays for refuse vehicle access and the following bin provision should be accommodated:

For single dwellings 1 to 5 residents the provision is 1x140L wheeled bin for refuse emptied weekly and for 6 or more residents the entitlement is 1 x 240L wheeled bin. 1x 240L bin for recycling and 1 x 240L (smaller are available by request) garden bin emptied fortnightly alternate weeks.

I see no provision for clinical waste therefore individual residents who require the use of incontinence pads these can only be placed into the general waste if the waste is none hazardous and these should be double bagged.

Dimensions

Bin	Width(mm)	Depth(mm)	Height(mm)
140 litres	480	553	1075
240 litres	585	730	1080
240 litres	585	730	1080

Therefore 70 residents care home will require 9 x 1100 litre refuse bins & 15 x 1100 litre recycling bins.

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Communal bins stores

Bin stores should be constructed so that there is plenty of room to move the bins inside the bin cupboard and for residents to fill the bins without stretching over one bin to get to an empty one.

The door sizes should be of good sized doors allowing plenty of room to get the bins in and out without damaging them.

There should be no steps to pull the bins up or down either in or out of bin stores although low gradient slopes are acceptable. Waste storage areas should have impervious floors and have provisions for washing down bins. Suitable gullies should be incorporated for receiving polluted effluent.

The trade waste bin area will require additional space to collect and return the bins to their bin areas.

Bin	Width (mm)	Depth (mm)	Height (mm)
1100 litres	1275	980	1370

The auto-track swept path analysis for vehicular manoeuvrability meet with Horsham Council refuse strategy.

Officer Comment: Additional details of visibility splays have been submitted and any update in this respect will be reported to Committee.

3.4 **HDC Strategic Planning:** No objection

The site is located to the north of Broadbridge Heath and to the north of the Old Guildford Road. The site is designated as Countryside and as such, the proposal would normally be assessed against Policy 26 of the HDPF.

Policy 18 of the HDPF relates to Retirement and Specialist Care and confirms that proposals for development which provide retirement housing and specialist care housing will be encouraged and supported where it is accessible by foot or public transport to local shops, services, community facilities and the wider public transport network.

It is noted that there is a detailed planning history on this site that includes an outline planning application (DC/13/2408) for the erection of up to 165 residential dwellings (use class C3) including affordable housing, a 60-bed care home (use class C2) with separate staff accommodation, and associated infrastructure/access, which was refused by Horsham District Council in 2014, although this planning application was later allowed on appeal in March 2015. As part of the approved plans of the previous appeal, it is noted that a 60-bed care home was indicatively proposed to be erected in the southeast corner of the application site near to the main proposed vehicular access from the Old Guildford Road. The positioning of the residential care home would not be altered substantially as part of the proposed scheme. It is considered that the principle of the development has already been established and would not be fundamentally altered through this planning application, although the proposed scale and activity of the site would need to be considered further subject to a site visit and detailed analysis by the Case Officer. As this site had permission at the time of adoption of the HDPF it is regarded as a housing site that is already permitted in accordance with Policy 15 (2) so it is part of the strategic housing supply.

It is noted that the building(s) proposed would appear to be larger in terms of footprint than those originally proposed under the approved outline planning application (DC/13/2408).

After a site visit, the Case Officer would be best placed to assess whether the scheme would still accord with policies concerning design and amenity, such as Policies 25, 31, 32 and 33, particularly with regards to the scale, massing and design of the buildings and the general layout of the application site.

3.5 **HDC Strategic Planning Drainage:** Comment

With reference to the above mentioned planning application, I have no further comments or observations to make. Previous applications (DC/13/2408 & DISC/16/0126) for drainage comments which addressed drainage across this and the neighbouring site. The submitted details did not encompass the scheme now proposed and therefore a drainage strategy must be submitted prior to the commencement of any development.

3.6 **HDC Environmental Health: (Summarised):** No objection subject to conditions
No objections to this proposal in principle. However, there are a number of residential properties in close proximity and in order to mitigate any adverse environmental impacts, the applicant will need to exercise suitable controls. I make recommendations for conditions regarding both the construction phase and operational phase of development.

3.7 **HDC Landscape Officer:** Comment

I have reviewed the information for the above application and whilst the level of information provided gives an idea of the landscape strategy proposed, further landscape details are expected as per the HDC validation checklist for full applications and should be provided. These should include full planting and hard landscape details, written hard and soft (NBS) specification landscape and management plan, details of the fencing and seating proposed, proposed and existing levels plan and details on the water features.

With regards the landscape strategy I have the following comments:

- additional 3no trees should be added along the access road to reinforce the 'avenue of trees' feel and improve the amenity of the space. Two no trees located at the entrance lawn and one further within the planting bed above the top eastern car park and to the west of the stairs on the care home eastern wing. These trees (currently shown as T1, Liquidambar styraciflua) should be of 30-35cm girth for immediate effect and to improve the amenity of the space from day 1
- swathes of bulbs should also be added to the open spaces to add interest, particularly along the access road lawns and to the back of the bungalows bin store.
- the planting scheme and design of the 'tranquil seating area' needs to be revised and enhanced as at the moment the space has very little to offer of interest. The design could explore the use of grasses to create 'rooms' within the space rather than the central seating arrangement, add texture and colour through planting to create a space where the user wants to sit in and reflect.
- the cluster of parking create a very urbanising feel to the development, particularly the top eastern car park. The introduction of trees within the parking spaces should be explored to soften the space
- the intended surfacing material for the access footpaths is not clear from the key

OUTSIDE AGENCIES

3.8 **WSCC Highways: (Summarised)** No objection subject to conditions

The same means of vehicular access for the current application is proposed as was approved for the outline scheme. Whilst the current application seeks a greater quantum of development, the previously approved access arrangement (namely a 6 metre radii bellmouth junction with 5.5 metre carriageway width) is considered appropriate to serve that now proposed.

It is apparent that the Stopping sight distances can be achieved within the existing limits of the public highway. Visibility splays of 2.4 by 51 metres to the east and 49 metres to the west should be secured via condition.

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In terms of vehicle movements, 60 rooms are already permitted. Traffic generation during the network peak hours from the proposed care home is very low amounting to 12 two way movements in the AM network peak hour and 21 movements in the PM network peak. On this basis, it's accepted that the development would give rise to an increase in vehicle trips on the local highway network, however these would disperse quickly.

Other matters such as accessibility by sustainable modes remain unchanged from the development already permitted. Car parking has been considered against the WSCC Parking Standards. The number of spaces exceeds that which would typically be required for a development of this size and nature. The internal road measures 5.5 metres, as such this could accommodate some overflow parking if the need arises.

The National Planning Policy Framework states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe. On the basis of the development that has permission, and viewed against the information presented, the Local Highway Authority are content that no severe impacts would result

If minded to approve this application, conditions relating to visibility splays, vehicle parking and turning and construction management plan are suggested.

3.9 **WSCC Strategic Planning:**

The following contributions are required:

Libraries: £2,955

Fire & rescue £1,080

Total Access Demand £18,960: An Infrastructure Contribution is required in respect of each occupant or employee provided with a parking space, as they would be more likely to use the road infrastructure. The Sustainable Transport Contribution is required in respect of each occupant or employee not provided with a parking space which would be likely to rely on sustainable transport.

3.10 **WSCC Flood Risk Management: (Summarised)** No objection subject to conditions

The majority of the proposed site is at low risk from surface water flooding or ground water flooding.

There is no FRA/Drainage Strategy included with this application. The application form states that the site will be drained using 'pond/lake' and 'main sewer'. We would expect an FRA/Drainage Strategy to be included with this application to clearly show how the run off from the development will be restricted to pre-development Greenfield run-off rates and meet the requirements of the NPPF, PPG and associated guidance documents.

SuD's seek to mimic natural drainage systems and retain water on or near to the site, when rain falls, in contrast to traditional drainage approaches, which tend to pipe water off site as quickly as possible.

SuD's offer significant advantages over conventional piped drainage systems in reducing flood risk by reducing the quantity of surface water run-off from a site and the speed at which it reaches water courses, promoting groundwater recharge, and improving water quality and amenity. The range of SuD's techniques available means that a SuD's approach in some form will be applicable to almost any development. Recommends conditions

3.11 **Ecology:** Objection

We have reviewed the information available on the Planning Portal, in particular the Phase 1 Habitat Survey Report by Ecoconsult, dated May 2016.

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Roosting bats:

This report confirms that the tree line to the south of the site has potential to support roosting bats, but states that these trees are being retained. However, the arboricultural information suggests that trees T9 and T10 are scheduled for removal. Further information is required to confirm whether these trees will be removed (to allow access to the site), and, if so, whether they have potential to support roosting bats. If they do, additional surveys will be required in accordance with BCT guidelines (2016) to confirm the presence or likely absence of roosting bats, and to inform any mitigation or licensing requirements.

The current level of ecological information submitted remains insufficient to allow an adequate assessment of ecological impacts upon protected species against relevant planning policies. Circular 06/2005 identifies that the presence of a protected species is a material consideration when a planning authority is considering a development proposal that, if carried out, would be likely to result in harm to the species or its habitat, and therefore that it is essential that the presence or otherwise of protected species, and the extent that they may be affected by the proposed application, is established before the planning permission is granted.

Should the LPA be minded to approve the application, conditions are suggested relating to reptile mitigation and a lighting strategy.

3.12 **Southern Water:** No objection subject to condition

The results of an initial desk top study indicates that Southern Water currently cannot accommodate the needs of this application without the development providing additional local infrastructure. The proposed development would increase flows into the foul and surface water system and as a result increase the risk of flooding in and around the existing area, contrary to para 109 of the NPPF.

Should the Local Authority be minded to approve the application conditions are suggested.

PUBLIC CONSULTATIONS

3.13 **Broadbridge Heath Parish Council:** Objection

- this is a significant increase in the size of the development compared to the outline approval – an increase of 56% bed space
- the proposed buildings have a larger footprint than the outline approval indicated
- the main building and apartments are overbearing – particularly to near neighbours
- as a consequence of this overdevelopment, the car park plan is not suitable. There is insufficient parking
- there is concern for safety: there should be double yellow lines at the entrance to the development.

3.14 Two letters of objection have been received, which include the following points:

- inappropriate location for a care home...
- loss of trees
- loss of wildlife habitat
- adverse impact on setting of a listed building
- lack of parking
- adverse impact on neighbouring amenity through overshadowing
- lack of infrastructure such as schools
- three storey development is too high
- adverse highways impact

4. HOW THE PROPOSED COURSE OF ACTION WILL PROMOTE HUMAN RIGHTS

- 4.1 Article 8 (Right to respect of a Private and Family Life) and Article 1 of the First Protocol (Protection of Property) of the Human Rights Act 1998 are relevant to this application, Consideration of Human rights forms part of the planning assessment below.

5. HOW THE PROPOSAL WILL HELP TO REDUCE CRIME AND DISORDER

- 5.1 It is not considered that the development would be likely to have any significant impact on crime and disorder.

6. PLANNING ASSESSMENTS

- 6.1 The principle of a 60 bed care home on this site has been established by outline planning permission reference DC/13/2408. The main planning issues therefore are: density; design/impact upon character of the streetscene; impact upon the adjacent highway network; impact upon neighbours amenities; trees and landscaping; impact upon nearby heritage assets; ecology, drainage and infrastructure.

Density:

- 6.2 The NPPF does not provide guidance on specific densities that should be achieved. Rather this makes reference to recognising the different roles and character of different areas and seeks as a general point to make the best use of land.

- 6.3 Concern has been expressed by the Parish Council that the current scheme represents overdevelopment of the site particularly since it represents a much higher level of development than had previously been approved on appeal. The point has been made that this provides for an additional 56% increase in room space compared with the outline approval. This scheme provides for an additional 10 rooms in the care home and 11 bungalows/flats within the wider scheme. This represents an increase of an additional 21 units so a 35% increase in the number of units available compared to the indicative original scheme.

- 6.4 For conventional residential schemes a density calculation merely gives a comparison in respect of the surrounding area of the level of development. It is however only a numerical comparison and a high density will only equate to an overdevelopment if the scheme gives rise to problems or conflicts with policies or the character of an area as a result of the proposed density: the number itself is only ever an indication, not the problem. In this case it would not be usual to characterise such development by a count of individual rooms. In order to conclude on whether the amount of development proposed is acceptable, a detailed assessment is required of the design and appearance of the development, and whether the proposal complies with the development framework, in particular whether it integrates satisfactorily with the existing character of the area. This is discussed below.

Design/Impact upon Character of Surrounding Area:

- 6.5 The Government attaches great importance to the design of the built environment. Good design is considered a key aspect of sustainable development and should contribute positively to making places better for people.

- 6.6 This is interpreted at a local level by Policies 32 and 33 of the Horsham District Planning Framework (HDPF). Policy 32 seeks to ensure high quality inclusive design for all developments providing an attractive, functional, accessible, safe and adaptable environment. New development should complement locally distinctive character and contribute to a sense of place both in the buildings and spaces and the way they integrate

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with their surroundings. Policy 33 seeks to ensure that the scale, massing and appearance of development is of a high standard of design and layout and relates sympathetically to the built surroundings.

- 6.7 The surrounding area to this site has a range of property types and designs, so there is no particular style that this site needs to complement. The unifying character is that the surrounding area takes a generally traditional approach to design with brick and render facades and pitched tiled roofs. There are a variety of densities and ages of properties in the close locality. This site therefore has no clear character that it needs to reflect or replicate.
- 6.8 Individually the proposed buildings are of an acceptable design and scale to respect that of the adjacent settlement. As detailed above, the height of the buildings is no greater than any on the adjacent proposed housing site, indeed they would be lower than the 2 ½ storey dwellings and no higher than the 2 storey dwellings, which will in due course characterise most of that site. The proposed heights will be characteristic of the wider area. It should be noted that the height of the buildings would comply with the maximum expressed height in the outline application.
- 6.9 The design of the individual buildings is also acceptable - using materials in a way that would reflect the generally domestic and traditional built form of Broadbridge Heath. The mass and bulk of the care home would undoubtedly be significantly larger than any surrounding dwellings – but such a matter was not, as a principle, objectionable to the Appeal Inspector when granting outline permission for a 60 bed care home. If 10 rooms were removed from this building it would result in a negligible difference to the scale of the building now under consideration. So it can be concluded that the scale of the care home is acceptable.
- 6.10 Likewise if the eight additional care apartments and the three bungalows are considered separately they also represent, individually, acceptable forms of development. Their general design and scale would fit comfortably within the general character of Broadbridge Heath. As before, their heights would be wholly sympathetic to the surrounding development. The care apartments are shown in broadly the location of the staff accommodation shown in the illustrative outline application drawing.
- 6.11 If acceptable individually, we must then consider any problems/lack of compliance with identified standards that the scheme generates as a whole. As can be seen from the consultee comments above, the scheme complies with those policies seeking to protect existing trees and the amenities of future residents as a result of any potential conflict between residents and the existing surrounding trees; (it is of course acknowledged that two trees will need to be removed to accommodate the new vehicular access, but that was agreed as part of the outline application). WSCC do not raise objection in respect of the proposed parking levels or access details; sufficient space has been provided for the servicing of the development in relation to the Council's refuse strategy; despite the presence of a listed building adjacent to the site the Inspector determining the outline application did not consider that a 60 bed care home and staff accommodation would adversely affect the setting of the listed building. Given the separation of the site from that listed building and the nature of the wooded landscape separating the two sites it is not considered that the additional changes now proposed would materially affect that conclusion; the Council's Landscape Architect makes recommendations that could be implemented as part of a comprehensive planting scheme to be secured by condition. Reference has been made to the urbanising effect of the car parking area to the south of the care home. This would be screened from the north of the site by the care home, the south partially by the care apartments and to the east by the woodland planting. Its impact outside the site would therefore be limited. Overall it is not considered that any of the comments made would preclude the development of the site in a manner that would be contrary to established standards.

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- 6.12 The Development Plan does not identify specific spatial standards for care homes.. This scheme has been developed after consultation between the applicant and a care provider and therefore reflects the standards that the end user considers to be acceptable for the facilities being proposed. Therefore, it is reasonable to assume that the standard of accommodation for future residents would accord with relevant standards.
- 6.13 It must be considered then if the development represents a acceptable form of development in terms of impact on nearby residents and the character of the surrounding area. The site is largely screened from views outside the site from the southern and eastern directions – other than such views as would be visible along the new access road into the site and that which would be available around and in between the dwellings fronting Old Guildford Road to the west of the site. Realistically that is confined to views available between the frontage planting on the site and 2 Old Guildford Road. Views of parts of the development will be available but complete views of the whole scheme will only be available from the footpath that runs alongside the site and from the northern boundary where adjacent to the Bellways development site. Proposed tree planting will in due course obscure and soften parts of those views. In the meantime the site will reveal 4 buildings of differing scales, set within open space – both hard and soft landscaping and set against a backdrop of significant scaled mature tree planting on the eastern and southern boundaries. The facilities are not set within extensively landscaped grounds, but it is considered that there is sufficient space between the individual buildings and between the buildings and the site boundaries around them to create a built environment that would not appear cramped. The inclusion of this land within the settlement has been accepted , by virtue of the outline approval for the development of the site and in that context the level of development proposed would represent an efficient use of land. The previously permitted outline scheme would have resulted in a more spacious environment than currently proposed, but it is not unacceptable in its current form – simply different to the previous scheme.

Neighbours Amenities:

- 6.14 The NPPF at paragraph 17 seeks to ensure that new development secures a good standard of amenity for all existing and future occupants of land and buildings. At a local level Policy 33 of the HDPF refers to the need to ensure that new development is designed to avoid unacceptable harm to the amenity of occupiers/users of nearby property and land for example through overlooking or noise.
- 6.15 The nearest property to the site is 2 Old Guildford Road, which lies on the opposite side of the public footpath which runs northwards adjacent to the site from the Old Guildford Road. That house fronts onto Old Guildford Road and lies between 3 – 4.5m from the adjacent public right of way. That house has side windows at first floor level which appear to be windows to en-suite facilities. The flank of the house would lie approximately 16.5m from the rear elevation of the nearest bungalow which lies broadly level with the rear garden of the house. It would lie approximately 32.5m from the nearest corner of the care home which would lie 17m from the nearest part of the rear garden of the house. The bungalow would not have any rear facing windows above ground floor level so there would be no privacy or overlooking issues in respect of the nearby house. The nearest point of the care home would have first floor windows facing towards the front of the site and therefore towards no 2 Old Guildford Road. However at the distance involved this could not be said to constitute a significant level of overlooking or loss of privacy. The outlook for the residents of 2 Old Guildford Road and indeed the neighbouring houses will change as a result of this scheme and that immediately to their rear (the Bellways scheme for 165 dwellings). However with the separation distances involved this would amount to a change in outlook rather than harm to the privacy or amenity of the neighbouring residents.

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- 6.16 Any other residents within the vicinity of the site are so far removed from the site that their amenities, whilst changing, would not be adversely affected by the scheme. Overall it is considered that this scheme would comply with both national and local policies seeking to protect both future and existing residents amenities from the adverse impacts of new development.

Trees and Landscaping:

- 6.17 The NPPF requires the planning system to contribute to and enhance the natural and local environment recognising the value that woodland and landscaping can play in creating an attractive environment.
- 6.18 Policy 33 of the HDPF refers to the presumption in favour of retention of existing important landscape and natural features for example trees, hedges, banks and watercourses.
- 6.19 In the case of the application site the most important trees lie around the edges of the site – there is a significant belt of trees forming a small area of woodland that lies on the eastern edge of the site and into the adjacent listed house Mulberry Place. The care home and apartments are set back a sufficient distance from those trees, that their survival is secured. The front of the site has a significant belt of trees that lie adjacent to the highway and apart from the two required for removal to enable provision of the access road they also lie a sufficient distance from the proposed development to ensure their ongoing survival. Members are reminded that the two trees that need to be removed for the access were agreed as part of the outline application. The only other significant trees within close proximity to the site lie outside the site boundary adjacent to the Bellways scheme so are not affected by this project.
- 6.20 The scheme does propose additional new planting around the site, the detail of which is to be secured by condition.
- 6.21 Overall this aspect of the scheme is considered to be policy compliant.

Highways:

- 6.22 The NPPF seeks to ensure that new development is sustainable in terms of facilitating sustainable transport options which encourage less use of the private motor vehicle.
- 6.23 Locally Policy 40 of the HDPF refers to the commitment to provide a community connected by a sustainable transport system. The location of the development on the edge of Broadbridge Heath has already been accepted and in terms of its proximity to the facilities available within the village is considered a sustainable location for new development. Policy 41 seeks to ensure that sufficient parking is provided in accordance with specified standards.
- 6.24 The principle of a care home in this location is established and therefore it must be considered to be a sustainable location for such development. Parking is provided around the site for the three different care options, with a total parking provision of 40 spaces,. The largest car park provides 27 spaces and lies more centrally within the site and services the care home whilst more modest parking areas for both the bungalows and apartments lie closer to the site entrance. The level of parking proposed meets the required standards and the County Highways Authority raises no objections, indeed commenting that the amount of parking exceeds that required for a development of this type.
- 6.25 The level of vehicular activity is considered acceptable and it is clear that a safe access can be created onto the Old Guildford Road with the required visibility splays. Revised plans are being considered in respect of the refuse strategy and if necessary a condition

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can be attached to any permission requiring the approval of visibility splays prior to the commencement of use.

6.26 Overall this aspect of the scheme is considered to be policy compliant.

Impact upon Heritage Assets

6.27 The NPPF requires that the significance of any heritage assets that may be affected by a proposal be assessed. The desirability of sustaining and enhancing the significance of heritage assets should be considered. At a local level Policy 34 of the HDPF recognises that heritage assets are an irreplaceable resource and that such assets should be positively managed and their setting protected.

6.28 The grade II listed building at Mulberry Place is situated to the east of the application site behind a belt of mature trees. There is no direct line of sight between this site and Mulberry Place and the potential for impact upon the setting of this building, resulting from the development of this site, was considered at the outline stage. The development shown on the current application may be of a greater magnitude than that forming part of the outline application, but is not so significantly higher or greater in bulk or mass as to cause a different impact upon Mulberry Place. This scheme does not alter the previous conclusion that development of a care home and associated development in this location would not cause significant harm to this heritage asset. Therefore this aspect of the relevant policies of the HDPF and NPPF are considered to be complied with.

Ecology:

6.29 The NPPF and Policy 31 of the HDPF seek to ensure that new development contributes to the enhancement of existing biodiversity and takes opportunities to enhance this where possible.

6.30 This matter was considered as part of the outline application when the Inspector concluded that in the medium term the impact of the scheme would be beneficial – with new habitats being created to replace the arable fields.

6.31 The Council's Ecology Consultant raises concerns about the impact of the development upon bats and reptiles, in particular the absence of any survey to establish whether bats roost in the trees to be removed along the front boundary to create access. This does not acknowledge that the principle of the development of the site, and that access in this location, has already been established. As such, it would be possible for these trees to be removed without further surveying, in the event that the extant outline permission were to be followed through. However, it is noted that the previous permission was based on ecological surveys carried out in 2013, and in that time, bats could well have begun to use these trees for roosts. Therefore, while in most circumstances sufficient survey information to demonstrate the presence or otherwise of protected species and therefore inform mitigation strategies would be necessary before granting permission, it is considered in this case that requiring the relevant survey work and approval of suitable mitigation prior to commencement strikes a reasonable balance between the need to protect the interests of biodiversity and the fact that the extant permission could be utilised without such information. The Ecology Consultant recommends three conditions that should be applied if permission is recommended to overcome these concerns and that is the approach recommended in this circumstance. The conditions will ensure that the presence of any protected species will be established prior to the commencement of development and the appropriate mitigation then undertaken to minimise the impact of development.

6.32 In view of the existing outline approval and the impacts of that upon the ecology of the site, it is considered that subject to relevant conditions to establish the presence of protected species prior to the commencement of development and the associated mitigation that the

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development would accord with both national and local policies seeking to protect biodiversity on the site.

Drainage:

- 6.33 The NPPF and HDPF (Policy 38) both seek to give priority to those sites with the lowest risk of flooding and to ensure that new development incorporates the use of sustainable drainage systems where feasible.
- 6.34 This site lies in flood zone 1, a categorisation which applies to most sites and which denotes the lowest risk of flooding.
- 6.35 WSCC request details of the flood risk and drainage strategy and details of the SuDS system and advise that development should not commence until finalised detailed surface water drainage designs and calculations for the site, based on sustainable drainage principles have been submitted to the Local Planning Authority and approved. This matter can be satisfactorily dealt with by means of an appropriately worded condition.

Infrastructure:

- 6.36 The NPPF and HDPF at Policy 39 seek to ensure that new development should make a contribution towards the impacts arising from the development. In this case the scheme generates the following contributions:
Libraries: £2,955
Fire & rescue £1,080
Total Access Demand £18,960: An Infrastructure Contribution is required in respect of each occupant or employee provided with a parking space, as they would be more likely to use the road infrastructure. The Sustainable Transport Contribution is required in respect of each occupant or employee not provided with a parking space which would be likely to rely on sustainable transport.
Relevant contribution towards CIL compliant Amenity Open Space and outdoor facilities in respect of the 8 extra care flats and the three bungalows.
- 6.37 The scheme is not providing conventional housing falling with Use Class C3 and therefore does not fall within the remit of Policy 16 of the HDPF, or form a continuing care retirement community, which would be required to make affordable provision under Policy 18, therefore the proposal is not required to make an affordable housing contribution either on-site or by way of a contribution.
- 6.38 A legal agreement has not been completed and that needs to be provided prior to the grant of any permission. This is reflected within the recommendation.

Conclusion:

- 6.39 The site lies outside the existing identified settlement boundary, but the principle of development has been established as part of a 2013 outline planning application determined on appeal, which established permission for a 60 bed care home and associated staff accommodation on this site.
- 6.40 The proposed scheme is not a reserved matters application pursuant to that outline application, but a full application seeking permission for a larger care home and for extra care apartments and bungalows rather than separate staff accommodation.
- 6.41 The care home and apartments would sit alongside a scheme for 165 new homes recently reported to Committee and resolved to grant approval subject to the completion of outstanding matters including a legal agreement. The character of this site and that adjacent, which are currently open fields, would change completely as part of the approved

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and proposed schemes, but would be compatible with the general character of development within Broadbridge Heath.

- 6.42 Although this is a full application, it is relevant to note that the development would comply with the outline parameters considered acceptable in terms of building height and the position of the access. The scale of the buildings would be necessarily larger than a single domestic unit but their design, footprint, position in relation to site boundaries and general appearance and height would ensure that they fit comfortably alongside the existing and the new built form in this part of Broadbridge Heath.
- 6.43 A number of matters still need to be addressed, including details of landscaping, drainage and ecology mitigation/enhancement, but these can be satisfactorily resolved by means of the use of appropriate conditions.
- 6.44 Overall, this scheme represents a departure from the Development Framework insofar as it proposes development on land outside the settlement boundary. However the principle of the development of the site has been established by the extant outline permission. Whilst this scheme represents a greater level of development than envisaged by the outline application, the scheme would be compliant with those policies seeking to ensure a satisfactory form and character of development that is sympathetic to the character of the adjacent settlement, thus representing a sustainable form of development.

7. RECOMMENDATIONS

7.1 To delegate authority to the Development Manager to grant permission subject to the completion of a S106 agreement and appropriate conditions:

1. A condition listing the approved drawings
2. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

3. Development shall not commence until a drainage strategy detailing the proposed means of foul and surface water disposal and an implementation timetable has been submitted to and approved in writing by the Local Planning Authority in consultation with the sewerage undertaker. The submitted details shall include water drainage designs and calculations for the site, based on sustainable drainage principles. The drainage designs should demonstrate that the surface water run off generated up to and including the 100 year, plus 45% for climate change, critical storm event will not exceed the run-off from the current site following the corresponding rainfall event. The development shall be carried out in accordance with the approved scheme and timetable.

Reason: To ensure the development has access to adequate infrastructure and does not increase the risk of flooding around the local area, in accordance with the provisions of the National Planning Policy Framework and the Policy 38 of the Horsham District Planning Framework.

4. Prior to the commencement of development or any preparatory works, a Reptile Mitigation Strategy shall be submitted to the Local Planning Authority for approval in writing. All approved details shall then be implemented in full and in accordance with the agreed timings and details.

Reason: To provide ecological protection and enhancement in accordance with NPPF and Policy 31 of the Horsham District Planning Framework.

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5. No external lighting shall be erected or placed on the site other than in accordance with, a lighting strategy to reduce impacts on foraging and commuting bats which should be prepared through consultation with the applicants ecologist and submitted to and approved in writing by the Local Planning Authority.

Reasons: To provide ecological protection and enhancement in accordance with NPPF and Policy 31 of the Horsham District Planning Framework.

6. Prior to the removal of the trees to provide the access road, a bat survey shall be carried out to establish the potential for the trees scheduled for removal to accommodate roosting bats. A proposed scheme of enhancement and mitigation informed by the survey results shall be submitted to and approved in writing by the Local Planning Authority prior to the removal of these trees. The development shall thereafter be carried out in accordance with the approved mitigation and enhancement details.

Reason: To provide ecological protection and enhancement in accordance with NPPF and Policy 31 of the Horsham District Planning Framework.

7. Development shall not commence until full details of the maintenance and management of the SuDS system is set out in a site-specific maintenance manual and submitted to, and approved in writing, by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved designs.

Reason: To ensure the development has access to adequate infrastructure and does not increase the risk of flooding around the local area, in accordance with the provisions of the National Planning Policy Framework and the Policy 38 of the Horsham District Planning Framework.

8. Prior to the first occupation of the development, visibility splays of 2.4m by 51 metres to the east and 49 metres to the west shall be provided and shall be thereafter maintained, with no obstruction, including vegetation, above the height of 0.6m within the visibility splay.

Reason: In the interests of highways safety and to accord with the provisions of the NPPF and Policy 40 of the Horsham District Planning Framework.

9. Prior to the first occupation of the site the access road, turning heads and parking spaces shall be provided in accordance with the details hereby approved and shall thereafter be retained in perpetuity for these purposes.

Reason: In the interests of highways safety and to prevent additional on street parking in accordance with the provisions of the NPPF and Policies 40 and 41 of the Horsham District Planning Framework.

10. Prior to development above ground floor slab level details shall be submitted to and be approved in writing by the Local Planning Authority of the proposed external building materials. The scheme shall be implemented in accordance with the approved materials.

Reason: To ensure a satisfactory appearance upon completion in accordance with the provisions of Policies 32 and 33 of the Horsham District Planning Framework

11. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) or Orders amending or revoking and re-enacting the same, no windows or other openings (other than those shown on the plans hereby approved) shall be formed in the rear roofslope of bungalows facing 2 Old Guildford Road of the development without the prior permission of the Local Planning Authority pursuant to an application for the purpose.

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Reason: To protect the amenities of adjoining residential properties and in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 12 Before development commences precise details of the finished floor levels of the development in relation to a nearby datum point shall be submitted to and approved by the Local Planning Authority in writing. The development shall be completed in accordance with the approved details.

Reason: To control the development in detail in the interests of amenity and in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 13 Prior to the occupation of any part of the development hereby approved full details of all hard and soft landscaping works shall be submitted to and approved in writing by the Local Planning Authority. Such details to include full planting and hard landscape details, written hard and soft (NBS) specification, landscape and management plan, details of the fencing and seating proposed, proposed and existing levels plan and details of the water features. All such works as may be approved shall then be fully implemented in the first planting season, following commencement of the development hereby permitted and completed strictly in accordance with the approved details. Any plants or species which within a period of 5 years from the time of planting 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 a satisfactory development and in the interests of amenity in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 14 No development, including works of any description, including demolition pursuant to the permission granted, ground clearance, or bringing equipment, machinery or materials onto the site, shall take place until the following preliminaries have been completed in the sequence set out below:

(a) All required arboricultural works, including permitted tree felling and surgery operations and above ground vegetative clearance within such areas set out for development as indicated on the approved site layout drawing to be completed and cleared away;

(b) All trees on the site targeted for retention, as well as those off-site whose root protection areas ingress into the site, shall be fully protected by tree protective fencing affixed to the ground in full accordance with section 6 of BS 5837 'Trees in Relation to Design, Demolition and Construction - Recommendations' (2012). Once installed, the fencing shall be maintained during the course of the development works and until all machinery and surplus materials have been removed from the site. Areas so fenced off shall be treated as zones of prohibited access, and shall not be used for the storage of materials, equipment or machinery in any circumstances. No mixing of cement, concrete, or use of other materials or substances shall take place within any tree protective zone, or close enough to such a zone that seepage or displacement of those materials and substances could cause them to enter a zone. No alterations or variations to the approved tree works or tree protection schemes shall be carried out without the prior written approval of the Local Planning Authority.

Reason: To ensure the successful and satisfactory retention of important trees and hedgerows on the site in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 15 No development shall take place, including any works of demolition, until a Construction Environmental Management Plan has been submitted to and approved in writing by the

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Local Planning Authority. Thereafter the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters,

- the anticipated number, frequency and types of vehicles used during construction,
- the method of access and routing of vehicles during construction,
- the parking of vehicles by site operatives and visitors,
- the loading and unloading of plant, materials and waste,
- the storage of plant and materials used in construction of the development,
- the erection and maintenance of security hoarding,
- the provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders),
- measures to control the emission of dust,
- details of public engagement both prior to and during construction works.

Reason: In the interests of highway safety and the amenities of the area.

- 16 The occupation of the site shall be restricted to a use falling with the Use Class C2 of the Town & Country Planning (Use Classes) Order 1987 (as amended).

Reason: To ensure the creation of a development with the appropriate parking and spatial standards in accordance with the provisions of the Horsham District Planning Framework.

NOTE TO APPLICANT

You are advised of the need to enter into a formal agreement with Southern Water to provide the necessary infrastructure referred to in condition 3.

Background Papers: