

ITEMNO.**COMMITTEE DATE:** 02/10/2017**APPLICATION NO:**

17/1106/RES

APPLICANT:

Mr Richard Dooley

PROPOSAL:

Reserved matters application (pursuant to outline permission granted on 27th April 2016, ref 14/2066/01) for approval of the layout, scale, appearance and landscaping of the Care Home and Assisted Living Apartments.

LOCATION:

Land North Of Exeter Road And Adjacent To Topsham Rugby Club
Exeter Road
Topsham
EX3 0LX
23/06/2017

REGISTRATION DATE:**EXPIRY DATE:****HISTORY OF SITE**

14/2066/01 - Phased development of a 60 bed residential care home, 47 assisted living apartments and 55 age restricted dwellings. This application was granted on appeal by Inspector's decision letter dated 27th April 2016 following a Public Inquiry.

15/0222/01 - Phased development of a 60 bed residential care home, 47 assisted living apartments and 55 age restricted dwellings. Duplicate application awaiting withdrawal.

17/1091/RES - Approval of details for 54 dwellings, public open space, landscaping and associated highways and drainage infrastructure, i.e. for reserved matters of layout, scale, appearance and landscaping (Pursuant to outline planning permission granted on 27th April 2016, reference 14/2066/01). Currently under consideration.55

DESCRIPTION OF SITE/PROPOSAL

The application site comprises part of a 3.14 hectare parcel of land situated on the north side of Exeter Road which has the benefit of outline planning permission for development (Ref 14/2066/01). The whole site is bounded by Topsham Rugby Club to the southeast, existing residential properties and Newcourt Road to the northeast, further open land to the northwest and Exeter Road to the southwest. The land is currently in agricultural use with an associated field gate providing access from Exeter Road. The site slopes gently from the highest point in the north of the site down to the boundary with Exeter Road.

Approval is sought for the reserved matters relating to the appearance, landscaping, layout and scale of the proposed assisted living units and residential care home elements of the outline scheme on appeal under planning application 14/2066/01. The access into the site from Exeter Road was approved at outline stage, and the internal road connecting the approved access junction to the entrances to both the Care Home and Assisted Living accommodation is included within the reserved matters application for the 54 dwellings on the other part of the site covered by the outline consent (ref 17/1091/RES).

The Care Home comprises a 2-storey building along the Exeter Road frontage with two wings at either end projecting back into the site creating a u-shaped entrance space facing the road access between the Care Home and the Assisted living units. Centrally within this space is a further small projecting element to the building that includes the primary access into the building. The care home houses 60 en-suite bed spaces along with ancillary accommodation comprising reception, visitor toilets, manager's office, communal lounge/dining/kitchen facilities, activity rooms, recreation rooms and ancillary staff/service accommodation. A large proportion of the bedrooms have access to balcony areas. The service road provides vehicular access to the main entrance to the care home, along with turning facilities and access to 4 disabled and 2 non-disabled parking spaces.

The Assisted living accommodation, comprising 47 2bed self-contained residential apartments, is accommodated in a 4-storey building to the rear of the care home, the basement floor of which is sunken into the ground. This floor provides 8 apartments along with an underground car park for 59 vehicles that serves both the assisted living accommodation and the care home, cycle parking, gym and changing rooms for residents, plus refuse storage, staff accommodation, kitchen, laundry and plant room for the care home, along with a sunken garden incorporating croquet lawn providing communal amenity space for the residents. The ground floor contains 12 assisted living units, reception hall, kitchen, separate restaurant and village café (both with external siting areas). The first and second floors contain 14 and 13 assisted living units respectively. The sunken garden is framed by the assisted living units on 3 sides forming a focal point for the development. The assisted living units are provided with outdoor amenity space comprising either patios or balconies facing either inwards over the sunken garden or with an outward facing aspect over the rugby ground or adjoining residential development depending upon which wing of the building they are located in.

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

The application is accompanied by the following supporting documents –

- Planning Statement
- Design & Access Statement
- Statement of Community Engagement

REPRESENTATIONS

56 objections have been received (including representation from the Topsham Society) raising the following issues –

- Scale and height out of keeping with character of area – visually intrusive
- Excessive glazing and balconies facing road reducing privacy of properties opposite
- Strain on local amenities/infrastructure
- Care Home design inappropriate, out of scale/character with surroundings, eyesore, incongruous, overpowering, carbuncle.
- Increased traffic – congestion, pollution, impact on wider network, conflict with pedestrians/cyclists on main road

- Buildings too close Exeter Road and properties opposite site
- Overdevelopment
- Loss of hedgerow to road frontage
- Too much development in Topsham which can't cope
- Blot on gateway into Topsham
- Effect on local ecology
- Conflict with Local Plan
- Loss of agricultural land
- Shouldn't a Care Home be single storey to enable easy access for occupants
- Increased danger of flooding/inadequate drainage
- Inappropriate materials
- Poor social value of proposal to locality/residents
- Health benefits of mixing younger/elderly residents
- Inadequate access
- Inadequate public transport provisions
- Noise nuisance
- Relationship of building to Rugby Club as an open recreational space – loss of evening light compromising use of pitches- overshadowing and impact on grass growth, more screening required
- Loss of light
- Loss of privacy
- Lacking open space
- Impact on National Cycle Route where access to site crosses it
- Lack of adequate parking provision – overspill parking in local area
- Question demand for another care home
- Higher buildings should be in middle of site
- Lack of affordable housing
- Scale/design product of greed not need
- Lack of pedestrian/cycle path on estate road – conflict with plans for houses
- Location an convenience of proposed cycle parking
- Cycle parking provision for staff unclear
- Advocate provision of visitor cycle parking outside entrance to care home and assisted living apartments.

CONSULTATIONS

Natural England – highlight need to mitigate impact of residential development on protected areas through appropriate financial contributions, refer to standing advice relating to protected species, recommend opportunity to enhance biodiversity, landscape and green infrastructure in locality.

Devon & Somerset Fire Service – No objection but highlight need for development to comply with Building Regulations in terms of Emergency vehicle access arrangements, and desirability of incorporating sprinkler systems. These matters will be dealt with in greater detail through

separate applications seeking Building Regulations approval in respect of this development, either through the Local Authority or other approved inspectors.

Environmental Health – Recommend conditions relating to kitchen extract details, mechanical building services plant, ventilation of underground car park and acoustic design statement.

DCC (Lead Local Flood Authority) - At this stage, we object to this planning application because we do not believe that it satisfactorily conforms to Policy CP12 (Flood Risk) of Exeter City Council's Core Strategy (2012) which requires all developments to mitigate against flood risk and utilise sustainable drainage systems, where feasible and practical. The applicant will therefore be required to submit additional information in order to demonstrate that all aspects of the proposed surface water drainage management system have been considered.

County Head of Planning, Transportation and Environment (Highways) – Comments as follows –

“The application is for the approval of reserved matters for the layout, scale, appearance and landscaping of a Care Home/Assisted Living Apartments at the land to the north of Exeter Road. Outline consent was previously granted for this site in 2016.

The access road that serves the development from Exeter Road falls within the red-line boundary of the adjoining site. As mentioned in the response to the adjacent site (planning ref: 17/1091/RES), it is recommended that pedestrian and cyclists have priority over vehicles at all access points – suitable facilities can be discussed during the S38 process.

The scheme in total provides a total of 65 parking spaces satisfying, resident, visitor and staff requirements. Access to the 59 parking spaces located at lower ground is accessed off the estate road, taking away the visual impact of car parking from the development. Although on private ground, the submitted lower ground plan (drawing number APL006 Rev B) indicates that vehicles will come into conflict on the ramp entering the car park – suitable measures should be sought to prevent the risk of an accident.

The submitted plans show a drop off point for the assisted living scheme and the residential care home – this is acceptable as the facility provides space to drop passengers off without blocking the access road which leads into the residential site.

Access for pedestrians and cyclists is taken from the estate road. However, a secondary pedestrian access is desired – a pedestrian access east of the residential care home to the Rugby Club has been safeguarded by the developer (as shown on drawing number APL0003 RevB). Such a link would increase pedestrian permeability to the site, if or when the Rugby Club is redeveloped – this link will provide a more direct and convenient route to Topsham and is therefore welcomed.

Finally, appropriate levels of cycle parking are set out in chapter 5 of the ECC Sustainable Transport Supplementary Planning document should be adhered to. Whilst the provision of cycle parking spaces is welcomed, staff cycle parking underground is undesirable. I recommend that the cycle parking is monitored as part of the Travel Plan (conditioned at outline stage) and that the relocation of these spaces is considered. In addition, three Sheffield stands have been provided outside the main entrances to both the care home and assisted living apartments – these are welcomed and provide a facility for visitors.

THE HEAD OF PLANNING, TRANSPORTATION AND ENVIRONMENT, ON BEHALF OF DEVON COUNTY COUNCIL, AS LOCAL HIGHWAY AUTHORITY, RECOMMENDS THAT THE FOLLOWING CONDITIONS SHALL BE INCORPORATED IN ANY GRANT OF PERMISSION:-

No part of the development hereby approved shall be brought into its intended use until a secondary pedestrian access (of at least 2m in width) from the residential care home to the Rugby Club (as shown on drawing number APL0003 RevB), have been provided and maintained in accordance with details that shall have been submitted to, and approved in writing by, the Local Planning Authority and retained for that purpose at all times
Reason: To provide safe and suitable facilities for the traffic attracted to the site.”

Police Architectural Liaison Officer – none received.

PLANNING POLICIES/POLICY GUIDANCE

Central Government Guidance

National Planning Policy Framework (NPPF)

National Planning Policy Guidance (NPPG)

Exeter Local Development Framework Core Strategy 2012

CP1 – The Spatial Approach

CP3 – Housing Distribution

CP4 – Density

CP5 – Meeting Housing Needs

CP7 – Affordable Housing

CP9 – Transport

CP11 – Pollution and Air Quality

CP12 – Flood Risk

CP14 – Renewable and Low Carbon Energy in New Development

CP15 – Sustainable Construction

CP16 – Green Infrastructure

CP17 – Design and Local Distinctiveness

CP18 – Infrastructure

CP19 - Strategic Allocations

Exeter Local Plan First Review 1995-2011 Saved Policies

AP1 – Design and Location of Development

AP2 – Sequential Approach

H1 – Search Sequence

H2 – Location Priorities

H5 – Diversity of Housing

H7 – Housing for Disabled People

T1 – Hierarchy of Modes

T2 – Accessibility Criteria

T3 – Encouraging Use of Sustainable Modes

T5 – Cycle Route Network

T9 – Access to Buildings by People with Disabilities

T10 – Car Parking Standards
C5 – Archaeology
LS1 – Landscape Setting
LS4 – Local Nature Conservation Designations
EN2 – Contaminated Land
EN4 – Flood Risk
EN5 – Noise
DG1 – Objectives of Urban Design
DG4 – Residential Layout and Amenity
DG5 – Provision of Open Space and Children’s Play Areas
DG6 – Vehicle Circulation and Car Parking in Residential Development
DG7 – Crime Prevention and Safety

Development Delivery Development Plan Document (Publication Version):-This document represents a material consideration but has not been adopted and does not form part of the Development Plan.

DD9 - Housing on unallocated sites
DD21 - Accessibility and sustainable movement
DD30 - Protection of landscape setting areas

Exeter City Council Supplementary Planning Documents

Planning Obligations SPD
Affordable Housing SPD
Sustainable Transport SPD
Trees in Relation to Development SPD
Archaeology and Development SPD

OBSERVATIONS

Background

The outline consent granted on appeal (ref 14/2066/01) comprised a development including a 60 bed residential care home, 47 assisted living apartments and 55 age restricted dwellings. The development has been split into 2 separate ‘reserved matters’ applications, this one covering the care home and 47 assisted living units and a separate application relating to the dwellings which is also on this agenda for consideration (Ref 17/1091/RES).

As this application constitutes a ‘reserved matters’ application, with the principle of development being established via the outline consent granted on appeal following a Public Inquiry, the main considerations relate to detailed matters in respect of the scale, layout, appearance and landscaping.

Layout and scale

The Design and Access Statement submitted as part of the outline planning permission included an indicative plan depicting likely storey heights to accommodate the quantum of development the application proposed. This plan suggested the likely building height for both the assisted living units and care home as being 2.5 storeys. The granting of outline consent for a 60-bed care home and 47 assisted living apartments, together with the housing comprised in reserved

matters application ref 17/1091/RES, has implicitly acknowledged the likely scale of buildings required to accommodate that level of development on a site of this size.

The feasibility plans forming part of the outline depicted the assisted living accommodation fronting Exeter Road with the care home behind further into the site. As the applicant began to develop the detail of the scheme it became apparent that the assisted living element was likely to result in a building of greater massing than the care home. In response to comments made during the developer's pre-submission public consultation exercise, and following further analysis of the site, the developer took the decision to switch the relative positions of the two elements to reduce the massing of the building closest to the Exeter road frontage.

The care home comprises a 2-storey building set back approximately 9 metres into the site from the site boundary with Exeter Road. The massing/scale of the building is broken up by the 3-dimensional form of the building which incorporates several setbacks/projections and balconies to provide visual interest. Given the relatively wide nature of Exeter Road and the associated service road serving the properties on the other side of the street, the 2-storey form of the care home, with relatively steep pitched roof slopes topped by a section of flat roof, is considered to represent an appropriate scale of building for this part of the site. Whilst it will constitute a significant change to the currently open nature of the site as an undeveloped field it is considered that it will create a new piece of townscape to this part of Exeter Road in the form of a well-articulated building. The distance between the frontage of existing properties on the opposite side of Exeter Road and the proposed building is over 30 metres which is significantly greater than the distance normally sought between buildings in new developments. In these circumstances, the relationship between the proposed building and the existing properties is considered acceptable.

It is acknowledged that the assisted living accommodation as now proposed is higher than the 2.5 storeys suggested at outline stage. However it will have the outward appearance of a 3 storey building with the 3rd storey partly within the roof gables and the lower ground floor level not readily apparent from the estate road or surrounding buildings due to its sunken nature. Undoubtedly this element of the scheme comprises a building of more significant mass than existing buildings in the immediate vicinity. With the lower floor dug into the site the building will be predominantly perceived as a 3-storey building from external vantage points. In terms of the appearance from Exeter Road it will be viewed sitting behind the proposed care home. Likewise, from Newcourt Road it will be viewed over the existing and proposed houses. Sitting further into the site it is not considered that the scale of the building would be inappropriate in its wider setting. The decision to locate the bulkier element of the scheme further into the site is considered an appropriate response to the surroundings.

Part of this building will be relatively close in its proximity to the boundary with Topsham Rugby Club, and viewed from the Rugby Club will be perceived as quite a large building. However, the scale/massing of the building is again broken up by the design which incorporates setbacks in the building frontage, balconies and variations to the roof form. Rather than turning its back on the Rugby Club ground the building has been designed so that the assisted living units in this part of the building overlook the rugby ground, providing both an attractive outlook for future occupants and active interaction between the two sites. Development of this site will inevitably

change the relationship between it and the rugby club and in this context the relationship and scale is considered acceptable.

Design/appearance.

As discussed above the massing of both elements of the scheme are broken up through combinations of the 3 dimensional articulation of the buildings, and variations in roof form. Notwithstanding this it is acknowledged that they still represent a built form of significant difference in terms of massing and footprint from the traditional housing in the immediate vicinity. However, given the nature of the accommodation being provided (and approved through the outline consent) this was to some degree inevitable. Parking provision can often be a challenge to incorporate without it becoming visually prominent. Providing the majority of the parking below ground has ensured that this is not the case within this scheme.

Materials for the development comprise natural stone and white render with slate roofs. The projecting gables incorporate feature cladding in light blue weatherboarding with a timber framing details. This variety of facing material is considered appropriate in this location and serves to further break up the massing of the buildings.

Transportation/Highways

The access road serving the care home provides for suitable means of access to the building for service and emergency vehicles, visitors and the disabled parking spaces which are located in close to the main public entrance to the building. The junction with the main spine road into the development has been amended to incorporate a raised table across this access, as requested by the Highway Authority, to facilitate ease of access across the junction for pedestrians and cyclists

The scheme incorporates a vehicle drop-off layby immediately outside the main entrance to the assisted living complex. At the request of the Highway Authority the direction of travel of the drop-off facility has been reversed.

The level of parking provision is 65 spaces comprising the 59 spaces in the underground car park and 6 parking spaces to the rear of the care home. 35 of the parking spaces in the underground car park (including 3 disabled spaces) will be allocated to the assisted living accommodation with the remainder allocated to the care home for visitors and staff (reflecting the need for staff parking generated by the 3no 8-hour shift patterns associated with the care home operation). Given the nature of the development, and the operational needs of the care home, this level of parking provision is considered acceptable to serve the development. 24 cycle parking spaces are provided in the underground car park, split equally between the care home and assisted living accommodation. In response to comments from the Highway Authority relating to the level of cycle parking provision, and desire to encourage cycling, revised plans have been provided incorporating additional cycle parking provision at ground floor level.

The Highway Authority's suggested condition regarding the pedestrian connection to the rugby club is not proposed as this is not considered a pre-requisite to the acceptability of the proposed development. Provision has been shown on the drawings and the ultimate delivery of this link

will be a private matter between the developer and the rugby club as to whether they are prepared to permit a pedestrian connection into their land.

Landscaping/ecology/drainage

The proposal incorporates an extensive landscaping scheme around the periphery of the buildings, around the entrance to the care home and along the access road, and finally within the sunken garden as the main focal point of the assisted living complex. The landscaping will enhance the biodiversity interest of the site. A biodiversity management and enhancement programme will need to be submitted pursuant to condition 12 of the outline consent and the applicant has indicated that this will incorporate the provision of bat/bird boxes within the building fabric.

Along the Exeter Road frontage, the existing hedge will be replaced with a new dwarf stone wall topped with a timber hit and miss fence to create a secure boundary and appropriate privacy to residents in the ground floor of the care home. Landscaping including tree planting is proposed behind this boundary which as it becomes established will enhance the frontage of the development and its visual contribution to the road frontage.

Foul and surface water drainage associated with both the care home and assisted living accommodation will feed into the site wide drainage system incorporated within the adjoining residential development. Further details of the surface water drainage scheme will need to be submitted pursuant to condition 13 of the outline consent.

Amenity

The assisted living units all comply with the appropriate internal space standards. In terms of external amenity space both the care home and the assisted living accommodation incorporate patios and balconies to provide an element of private external space for occupants. The communal amenity space in the centre of the assisted living units will provide a high quality attractive space to serve the occupants. The combination of private and communal external amenity space proposed is considered acceptable in the context of the specific nature of development.

Conclusions

The quantum of development was established through the outline planning permission and the form of development proposed is considered to represent an appropriate build form to accommodate the development. The scheme provides generous internal space standards for occupants, along with private and communal external amenity space that is considered appropriate for this type of development.

In summary it is not considered that the details of the reserved matters for this development raises any significant issues that would justify refusal of the application, and therefore overall the scheme is considered acceptable.

RECOMMENDATION

APPROVE subject to the following conditions –

- 1) All conditions imposed on application number 14/2066/01 are hereby reiterated in as much as they relate to the development and have yet to be discharged in writing by the Local Planning Authority.

Reason - To safeguard the rights of control by the Local Planning Authority in respect of the reserved matters.

- 2) The development hereby permitted shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 23rd June and 14th September 2017 including drawing nos. APL001 Rev B, APL 003 Rev B, APL004 Rev B, APL006 Rev B, APL007 Rev B, APL008 Rev B, APL009 Rev B, APL010 Rev B, APL011 Rev B, APL012 Rev B, APL013 Rev B, APL020 Rev A, APL021 Rev A, APL022 Rev A, APL023 Rev A, APL014 Rev A, APL015 Rev A, APL016 Rev A, APL017 Rev A, APL018 Rev A, APL019 Rev A, APL024 Rev A, APL025 Rev A and APL005 Rev B.

Reason: In order to ensure compliance with the approved drawings.

- 3) Samples of the materials it is intended to use externally in the construction of the development shall be submitted to the Local Planning Authority. No external finishing material shall be used until the Local Planning Authority has confirmed in writing that its use is acceptable. Thereafter the materials used in the construction of the development shall correspond with the approved samples in all respects.

Reason - To ensure that the materials conform to the visual amenity requirements of the area.

- 4) The development hereby approved shall not commence until details of the proposed finished floor levels and overall ridge heights of the buildings, in relation to an agreed fixed point or O.S datum have been submitted to, and been approved in writing by, the Local Planning Authority. Thereafter the development shall be completed in accordance with the approved details.

Reason: In the interests of the visual amenities of the area and the residential amenities of the occupants of surrounding properties.

- 5) Prior to the commencement of the construction of any of the buildings comprised in this application details of proposed bat/bird bricks to be incorporated into the building fabric shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.

Reason: To enhance the ecological interest of the site in line with guidelines set out in the Council's adopted Residential Design SPD.

- 6) Prior to the installation of any mechanical building services plant, details of the plant shall be submitted to and approved in writing by the Local Planning Authority. The details shall include location, design (including any compound) and noise specification. The plant shall not exceed 5dB below the existing background noise level at the site boundary. If the plant exceeds this level, mitigation measures shall be provided to achieve this in accordance with details to be submitted to and approved in writing by the

Local Planning Authority. (All measurements shall be made in accordance with BS 4142:2014).

Reason: In the interests of the amenity of the area, especially nearby residential uses. These details are required pre-commencement as specified to ensure that the plant will not give rise to significant adverse impacts on the amenity of neighbouring receptors.

- 7) Before the development commences, a scheme for the installation of equipment to control the emission of fumes and smell from kitchens serving meals to residents and visitors at the premises shall be submitted to, and approved in writing by, the local planning authority and the approved scheme shall be implemented. All equipment installed as part of the scheme shall be operated and maintained in accordance with the manufacturer's instructions thereafter. (Further guidance on the required information is available in annex B of the DEFRA document 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems').

Reason: In the interests of the residential amenities of the future occupants of the buildings.

- 8) Prior to commencement of the development, the applicant shall submit for approval in writing a scheme for the ventilation of the underground car park area. The approved scheme shall be implemented in full prior to first use of the car park, and maintained thereafter.

Reason: In the interests of the health and residential amenities of the occupants of the building and users of the associated underground parking facilities.