

**DONCASTER METROPOLITAN BOROUGH COUNCIL**

**PLANNING COMMITTEE – 30<sup>th</sup> April 2019**

**Application**      1

<b>Application Number:</b>	19/00237/FULM	<b>Application Expiry Date:</b>	3 <sup>rd</sup> May 2019
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<b>Application Type:</b>	Major
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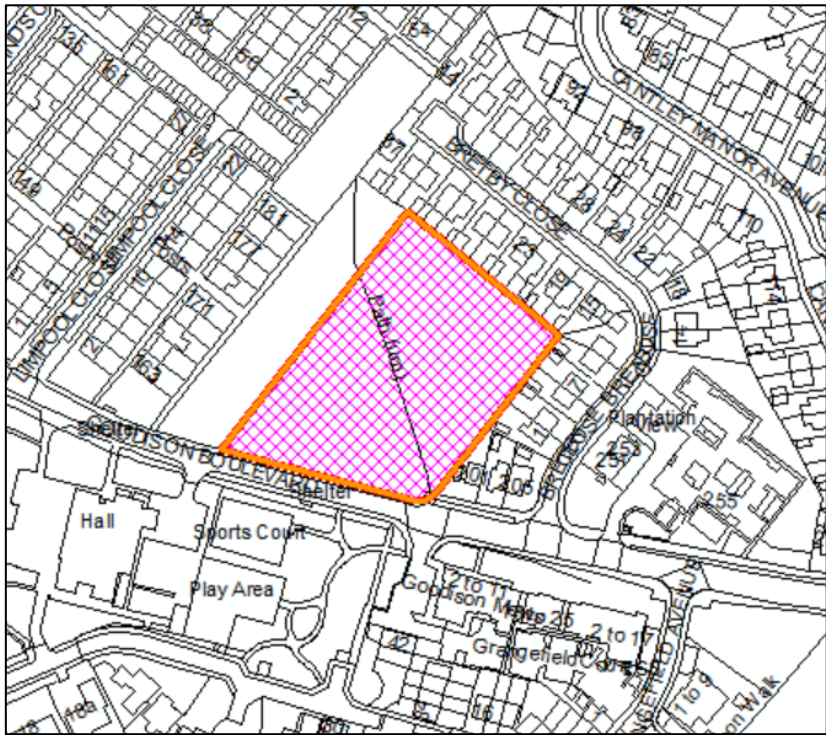
<b>Proposal Description:</b>	Erection of 83-bed care home (without compliance of condition 2 of application 16/02268/FULM granted on 15/02/2017).
<b>At:</b>	Land off Goodison Boulevard, Cantley, Doncaster

<b>For:</b>	Runwood Homes
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<b>Third Party Reps:</b>	7 against/ 1 in favour	<b>Parish:</b>	N/A
		<b>Ward:</b>	Finningley

<b>Author of Report</b>	Mel Roberts
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<b>MAIN RECOMMENDATION:</b>	GRANT
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## **1.0 Reason for Report**

1.1 This application is being reported to Planning Committee at the request of Councillor Steve Cox and due to the number of representations made and because Committee determined the original application for a care home on this site. Councillor Cox's concerns include the loss of parking for residents to the west of the site, where the money is coming from to fund the landscaping of the remaining open space, why the zebra crossing is missing from the plans and whether the Council has bought out the covenant on the land.

## **2.0 Proposal and Background**

2.1 This application seeks planning permission for the erection of an 83-bedroom care home on an area of informal open space on land off Goodison Boulevard, Cantley. Planning permission was previously granted for a similar 75-bedroom care home on this site under planning reference 16/02268/FULM. This approval was granted on 15<sup>th</sup> February 2017 and is still capable of being implemented until February 2020.

2.2. This variation of condition application seeks to amend the plans of the approved consent under reference 16/02268/FULM. The main changes include the addition of eight bedrooms, amended elevations to the care home and the addition of three car parking spaces. The position of the proposed building within the site and the overall footprint is the same as the approved permission (see figures 1 and 2). The addition of extra eight bedrooms has been achieved by rationalising the internal layout of the building by making better use of the space available. In particular, extra space has been gained by utilising some space taken up by the corridors at each corner of the layout, enabling an additional four bedrooms on each floor. There has been no subsequent loss of any of the facilities provided within the original proposal (see figures 3 and 4).

2.3 The proposed care home is two storeys in height as was the case with the original scheme. A secure courtyard within the confines of the building and separate landscaped gardens to the rear and side are proposed. Access to the site will be from Goodison Boulevard with parking provided at the front of the premises. There is to be a separate pedestrian access to the building from the existing footpath on Goodison Boulevard. The proposed care home takes up approximately 1.5 acres of the 2 acres of open space. The remaining 0.5 acres is to be kept as open space and the indicative plan for this part of the site shows that it could be enhanced with planting and a new pathway (the details of which are to be secured by proposed condition 4).

2.4 The application site is a flat area of open space, which does not have any play equipment or play pitches on it. An informal path runs diagonally through the site created by a desire line from the northern most corner to the south-eastern corner and appears to be used as a pedestrian route from the residential area to the Co-op off Goodison Boulevard. The site is surrounded by residential properties to the north, east and west of the site. On the opposite side of Goodison Boulevard lies another smaller area of open space that has play facilities. Immediately to the west of this play area is a community centre and to the east is the Co-op.

2.5 The intention is that this new care home will accommodate the residents currently living at the nearby Plantation View and those living at Gattison House, Rossington, which are outdated. It will provide additional beds and specialist care for residents living with dementia, those that have challenging behaviour or require end of life care. Limitations in the layout and design of the existing buildings do not meet best practice standards for residents and pose health and safety challenges to staff working in this environment. The aim of the proposal is to deliver modern care facilities that are more attractive to residents, will meet care needs and accommodation standards in the future and ensure the home is financially sustainable moving forward. When residents and staff have moved into this new home, the existing sites at Plantation View and Gattison House will be demolished and are expected to be the subject of future applications for development.

### **3.0 Relevant Planning History**

3.1 Planning permission was granted for the erection of a 75-bed care home on 15<sup>th</sup> February 2020 under planning reference 16/02268/FULM.

### **4.0 Representations**

4.1 The application has been advertised both on site and in the press. The Council has received seven letters of objection and these can be summarised as follows:

- i) the land was left in a will to be used as green open space.
- ii) the care home functions perfectly well at a site further down the road.
- iii) additional traffic will be generated and there is insufficient parking.
- iv) residents have been given permission to park on the western side of the open space and so where will all the cars park now.
- v) the surrounding houses currently look on to an area of open space and this proposal will detrimentally affect the value of these properties.
- vi) the building would overlook the surrounding residential dwellings.
- vii) what would happen to the existing care home site if this application goes ahead.
- viii) the open space is used by dog walkers and is a valuable area for children to be able to play away from the road.
- ix) there are other sites that this care home could be sited.
- x) there are other care homes owned by Runwood Homes that are not even full to capacity.

4.2 The Council has received one letter of support and this can be summarised as follows:

- i) this purpose built care home will provide a much-needed up-to-date facility for the elderly residents of Doncaster and those suffering with dementia. The current provisions for elderly care are dated and require improvement.
- ii) the open space is rarely used except for informal car parking and as a short cut.
- iii) there is an area of open space on the opposite side of the road where youngsters can play.
- iv) the site is well served by public transport that will make it easy for family and friends to visit.

## **5.0 Relevant Consultations**

5.1 The Urban Design Officer has responded and has raised no objections to the application subject to conditions requiring details of landscaping, boundary treatment and materials.

5.2 Highways (Development Control) has responded and has raised no objections to the application.

## **6.0 Relevant Policy and Strategic Context**

### National Planning Policy Framework

6.1 It states at paragraph 124 that good design is a key aspect of sustainable development creates better places in which to live and work and helps make development acceptable to communities.

### Doncaster Core Strategy

6.2 Policy CS14 relates to design and sustainable construction and states that all proposals in Doncaster must be of high quality design that contributes to local distinctiveness, reinforces the character of local landscapes and building traditions, responds positively to existing site features and integrates well with its immediate and surrounding local area.

### Doncaster Local Plan

6.3 The emerging Doncaster Local Plan will replace the UDP and Core Strategy once adopted. The Council is aiming to adopt the Local Plan by summer 2020. Consultation on the draft policies and proposed sites took place during September and October of last year and the Local Plan is due to be published in early summer 2019. Given the relatively early stage of preparation of the emerging Local Plan, the document carries very limited weight at this stage.

## **7.0 Planning Issues and Discussion**

7.1 The principle of the proposed development is already established by the granting of a care home under planning reference 16/02268/FULM. The Planning Committee approved the care home on 7<sup>th</sup> February 2017 and this consent remains extant. Many of the concerns raised by residents such as loss of open space and the need for the facility and so on are not relevant to this application, because there is already consent for a care home on this site. The only considerations that are relevant to this Section 73 application are whether the addition of eight bedrooms and three car parking spaces is acceptable and whether the amended design is appropriate.

### Design and residential amenity

7.2 The main change to the design of the building is the omission of the feature corner turrets, which are replaced by gables (see figures 5 and 6). This is a more simple design and more in keeping with the architectural style of the surrounding

properties. In addition, the removal of these turrets reduces the ridge height of the care home and therefore the building will appear lower in scale than that of the original scheme. All of the separation distances to surrounding houses are the same as the approved care home scheme and so there will be no loss of amenity from overlooking. The parking area is in the same position as originally approved and so there will be no change to residential amenity because of the additional three car parking spaces. The application therefore accords with policy CS14 of the Core Strategy and guidance within the NPPF.

### Highways

7.3 The eight additional bedrooms will create a marginal increase in traffic to the site, especially given the nature of the use. The Transport Statement submitted with the original application showed there to be no impact on highway safety or congestion and this proposal does not change that. There is to be no increase in the numbers of staff that will work at the care home with the additional bedrooms created and so there might be a small increase in the numbers of visitors, but this is likely to be very low. The total number of staff working at the care home at any one time will be a maximum of 24.

7.4 The addition of three car parking spaces to create 36 spaces is sufficient for the additional eight bedrooms created. The proposal accords with the Council's parking standards of 1 space per 2 staff and 1 space per 3 daily visitors.

7.5 The location of the site is such that trips for staff and visitors can be made by viable alternatives to the car with the site being centrally placed to the surrounding residential area and cycle links towards the town centre being close by. A regular bus service serves the site, with bus stops on either side of Goodison Boulevard close to the site. Cycle parking is to be available within the proposal. A new zebra crossing is to be provided on Goodison Boulevard to allow a safe crossing to the care home and the existing play area on the opposite side of the road (this is secured by condition number 5).

### Other matters

7.6 Those people living on Limpool Close who use the edge of the open space to park their car do so illegally, as there is no dropped kerb to allow such access and it is not their land. The enhancement of the area of open space as already approved on the original application and repeated under this proposal should help to stop this situation. Any impact on the value of residential properties is not a material planning consideration and is afforded no weight. There is no suggestion that the land has been left in a will to be used as green open space, but even if it were, this is not a material planning consideration. It is not a planning consideration as to who funds the landscaping of the remaining open space as required by condition 4.

## **8.0 Summary and Conclusion**

8.1 The addition of eight bedrooms has been achieved within the same footprint of the original scheme, by making better use of the space available. This has the benefit of providing more spaces for people who are in need of this type of facility.

There will be no impact in terms of traffic generated and the additional three car parking spaces accords with the Council's parking standards. The revised designed is an improved and more simplistic solution that will lessen the scale of the building when viewed by the surrounding residents.

## 9.0 Recommendation

GRANT planning permission subject to the following conditions:

01. STAT1            The development to which this permission relates must be begun not later than 15<sup>th</sup> February 2020.  
REASON  
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.
  
02. U49939            The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans listed below:  
Drawing number WD04 dated June 2018 (Site plan)  
Drawing number PA01 dated January 2019 (Ground floor plan)  
Drawing number PA02 dated January 2019 (First floor plan)  
Drawing number PA03 dated January 2019 (Elevations)  
Drawing number 923 dated 20th October 2015 (Railing details)  
REASON  
To ensure that the development is carried out in accordance with the application as approved.
  
03. MAT1A            Prior to the commencement of the relevant works, details of the proposed external materials shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved materials.  
REASON  
To ensure that the materials are appropriate to the area in accordance with policy CS14 of the Doncaster Core Strategy.
  
04. U49941            The care home shall not be occupied until the remaining area of open space to the west of the site has been enhanced (to include landscaping and a footpath) in accordance with a scheme previously approved in writing by the local planning authority.  
REASON  
An enhanced area of open space is required to help offset the loss of open space as a result of the care home.
  
05. U49940            The care home shall not be occupied until a zebra crossing has been provided on Goodison Boulevard in accordance with a scheme previously approved in writing by the local planning authority.

#### REASON

To provide a safe crossing for occupants on the care home and for people wanting to access the area of open space on the opposite side of Goodison Boulevard.

06. ENVH4

No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the local planning authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:

- i) - the parking of vehicles of site operatives and visitors
- ii) - loading and unloading of plant and materials
- iii) - storage of plant and materials used in constructing the development
- iv) - the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- v) - wheel washing facilities
- vi) - measures to control noise and the emission of dust and dirt during construction
- vii) - a scheme for recycling/disposing of waste resulting from demolition and construction works

#### REASON

These details have not been provided and they are required before development commences to safeguard the living conditions of neighbouring residents and in the interests of highway safety.

07. VR18

Trees and shrubs shall be planted on the site in accordance with a scheme to be approved in writing by the Local Planning Authority prior to commencement of development. This scheme is to provide details of species, siting, planting distances and programme of planting. Planting is to be carried out during the first available season after commencement of development and shall thereafter be maintained to the satisfaction of the Local Planning Authority and in accordance with the Local Planning Authority's document 'Landscape Specification in Relation to Development sites'. Any tree or shrub planted as part of the scheme which is removed or severely damaged or is found to be dying or seriously diseased within five years of planting shall be replaced within the next available planting season with a tree or shrub of a similar size and species to the satisfaction of the Local Planning Authority.

#### REASON

These details have not been provided and they are required before development commences to ensure that a landscape/planting scheme is submitted and implemented in the interests of amenity.

08. ENVH14 No development shall take place until details of external lighting have been submitted to and approved in writing by the local planning authority. The external lighting shall be installed in accordance with the approved details and thereby retained as such unless a variation is subsequently submitted to and approved in writing by the local planning authority.

**REASON**

To ensure that the proposed lighting scheme safeguards the character of the area and/or the living conditions of neighbouring residents, having regard to the effects of the proposed illumination.

01. U10847 **INFORMATIVE**

Works carried out on the public highway by a developer or anyone else other than the Highway Authority shall be under the provisions of Section 278 of the Highways Act 1980. The agreement must be in place before any works are commenced. There is a fee involved for the preparation of the agreement and for on-site inspection. The applicant should make contact with Malc Lucas on Tel 01302 735110 as soon as possible to arrange the setting up of the agreement.

Doncaster Borough Council Permit Scheme (12th June 2012) - (Under section 34(2) of the Traffic Management Act 2004, the Secretary of State has approved the creation of the Doncaster Borough Council Permit Scheme for all works that take place or impact on streets specified as Traffic Sensitive or have a reinstatement category of 0, 1 or 2. Agreement under the Doncaster Borough Council Permit Scheme's provisions must be granted before works can take place. There is a fee involved for the coordination, noticing and agreement of the works. The applicant should make contact with Paul Evans on Email: [p.evans@doncaster.gov.uk](mailto:p.evans@doncaster.gov.uk) or Tel 01302 735162 as soon as possible to arrange the setting up of the permit agreement.

Any alteration to the existing street lighting as a result of the new access arrangements will be subject to a costs which are to be borne by the applicant. Street lighting design and installation is generally undertaken by the Local Highway Authority. There is a fee payable for this service and the applicant should make contact with Fiona Horgan on Tel 01302 735097 or e-mail [Fiona.Horgan@doncaster.gov.uk](mailto:Fiona.Horgan@doncaster.gov.uk) regarding this as soon as possible. Further information on the selected DNO / IDNO together with the energy supplier will also be required as soon as possible as they directly affect the adoption process for the street lighting assets.



The developer shall ensure that no vehicle leaving the development hereby permitted enter the public highway unless its wheels and chassis are clean. It should be noted that to deposit mud and debris on the highway is an offence under provisions of The Highways Act 1980.

That part of the site to be used by vehicles should be designed to withstand a minimum carrying capacity of 26 Tonnes without deflection in accordance with Buildings Regulations Approved Document B (Fire Safety).

The proposed arrangement shall be subject to Road Safety Audits in accordance with DMRB Volume 5 Section 2 Part 2 Road Safety Audit (HD 19/03).

**Due regard has been given to Article 8 and Protocol 1 of Article 1 of the European Convention for Human Rights Act 1998 when considering objections, the determination of the application and the resulting recommendation. It is considered that the recommendation will not interfere with the applicant's and/or any objector's right to respect for his private and family life, his home and his correspondence.**









Fig 6: Showing the proposed elevations with a simpler roof design, which has the benefit of reducing the scale of the building.