

Application for Determination

Parish	Oulton Broad		
Reference	BA/2013/0308/FUL	Target date	19 December 2013
Location	Broadlands Residential Care Home, Borrow Road, Oulton Broad		
Proposal	Extension and alteration of residential care home, including demolition of outbuildings		
Applicant	The Greensleeves Home Trust		
Recommendation	Approve subject to parking amendments being agreed and conditions		
Reason referred to Committee	Third Party Objections		

1 Description of Site and Proposals

- 1.1 The application site contains a large residential care home, known as Broadlands Residential Care Home. The home currently has capacity for 47 residents over 44 rooms.
- 1.2 The building itself is a large red brick Edwardian house situated facing Oulton Broad to the south within Oulton Broad Conservation Area. Large sloped landscaped gardens extend down to the Broad meaning the main house is set back from the bank by 130m. A large red brick garden wall screens the gardens from the Broad. The Conservation Area is characterised by the extensive tree cover and a number of mature trees border the application site framing the main house. The main house has been extended significantly in the past to accommodate the growing needs of residents.
- 1.3 There are two vehicular accesses to the site, both off Borrow Road to the north. One access enters the main car park and the other a secondary and staff car park and service area. A number of car parking spaces run along the eastern boundary of the site also.
- 1.4 In terms of neighbours, the site is situated within a predominantly residential area. Two neighbouring properties sit to either side of the residential care home. Neighbouring properties also sit facing the site on the opposite side of Borrow Road. Another care home, known as North Bay House, sits three properties away from Broadlands to the west. A converted squash court,

containing four flats, sits within the grounds of Broadlands, on the middle of the eastern boundary.

1.5 The proposal is for demolition of some ancillary buildings, extensions, alterations and hard landscaping including:

- The demolition of a small lean-to garden store and service buildings
- The erection of a single storey wing off the eastern elevation to provide 5 additional bedrooms and associated ancillary space, proposed to be approximately 20m x 12m and 3.5m to the parapet and to be constructed of red brick with a pitched standing seam metal roof running into a flat roof to the west. The wing is proposed to form a courtyard which is accessed from the existing building via a glazed link. The extension is proposed to provide a special secure unit for patients requiring Dementia care
- Extension of an existing garden room, proposed to be approximately 2m x 5m, constructed in red brick with a slate roof and timber joinery
- The addition of nine parking spaces and associated landscaping

2 Site History

In 1971 planning permission was granted for extensions (DC/71/0932/FUL).

In 1989 planning permission was granted for the erection of a greenhouse and aviary (DC/89/0437/FUL).

In 1994 planning permission was granted for the installation of a lift (DC/94/0284/FUL).

In 1996 planning permission was granted for additional first floor bedroom accommodation and internal alterations (DC/96/0225/FUL).

In 1997 planning permission was granted for the erection of a timber summerhouse (DC/97/0279/FUL).

In 1997 planning permission was granted for extensions and alterations to provide additional bedroom and dining room facilities (DC/1997/0279/FUL).

In 2004 planning permission was granted for the erection of a flagpole (DC/041529/FUL).

In 2004 planning permission was granted for the construction of a new porch and ramp (DC/04/0358/FUL).

In 2005 planning permission was granted for an extension to form a 7 bedroomed EMI/ Special Care Unit (DC/05/0332/FUL).

3 Consultation

Broads Society - No objections.

Parish Council - No response.

District Member - In view of the sensitive nature of this application and that local residents have always objected to any further development of the site this application should only be determined by Broads Authority Planning Committee.

The Highways Authority - Notice is hereby given that the County Council as Highway Authority recommends that any permission which that Planning Authority may give should include the conditions shown below:

Condition - Before the development is commenced details of the areas to be provided for the [LOADING, UNLOADING,] manoeuvring and parking of vehicles including secure cycle storage shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be carried out in its entirety before the development is brought into use and shall be retained thereafter and used for no other purpose.

Reason - To ensure the provision and long term maintenance of adequate on-site space for the parking and manoeuvring of vehicles, where on-street parking and manoeuvring would be detrimental to highway safety.

The applicant has shown car parking but not cycle/motorbike parking.

The Highways Authority Response to amended plans – awaited.

Environmental Health - No response.

4 Representation

4.1 2x letters of neighbour objection on grounds of:

- Level of disruption inappropriate in a predominantly residential area
- Street parking (parking restrictions on the street should apply) - inadequate parking provided on site, street parking leads to dangerous manoeuvres for the users of Borrow Road
- Noise and street parking levels intolerable in times of special events

4.2 1x letter of objection from owner of North Bay House (near-by care home) on grounds of:

- It would be grossly unfair to allow Broadlands to expand when our (original) application was denied. I will seek legal advice if this planning is allowed.

5 Policies

- 5.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

Adopted Core Strategy (2007)

[Core Strategy \(Adopted Sept 2007\).pdf](#)

CS1 – Landscape Protection and Enhancement
CS5 – Key Buildings, Structures and Features
CS22 – Preservation of Employment Sites

Adopted Development Management Policies (2011)

[DMP DPD - Adoption version.pdf](#)

DP2 – Landscape and Trees
DP4 – Design
DP5 – Historic Environment
DP11 – Access on Land
DP27 – Visitor and Community Facilities and Services

- 5.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

Adopted Core Strategy (2007)

CS18 – Development in Sustainable Locations

Adopted Development Management Policies (2011)

DP18 – Protecting General Employment
DP28 – Amenity

- 5.3 Material Planning Consideration
National Planning Policy Framework (NPPF) (2012)
[NPPF](#)

6 Assessment

- 6.1 The main issues to consider in the determination of this application are the principle of the development, impact on the character and appearance of Oulton Broad's Conservation Area and the existing building, impact on neighbouring amenity, highways and trees.
- 6.2 In terms of the principle of the development, both the NPPF and Development Plan Policies are supportive of businesses and support

encouraging a prosperous economy. It is acknowledged that there is a growing need for facilities such as this and particularly these which specialise in Dementia care. It is considered that the proposal represents a means to supply for this need. It is also appreciated that the setting offers benefits and a good quality of life for patients. The development is considered acceptable in principle.

- 6.3 In terms of the wider impacts on the Conservation Area, although the area is predominately residential, it is considered that the two residential care homes on this stretch of Borrow Road contribute to the wider character by making use of the larger Edwardian properties and thereby keeping them in a residential use. It is however acknowledged that the proposal represents an intensification of the existing use and it is important to assess the impact this will have on the immediate and surrounding area.
- 6.4 It is considered that the development represents an intensification of the existing use given the proposal includes 5 additional bedrooms to the existing 44. However, the existing footprint is approximately 1687m² and the proposal represents approximately a 160m² increase, therefore, given the scale of the plot, the size of the existing building, and mixed character of the area it is considered that the site can take a small increase in footprint without significant adverse impact on either the wider character of the area or the immediate surroundings.
- 6.5 The extension has been designed to be situated behind a high boundary wall and is low in profile. The effect this has is that the extension will be largely screened from views of the house from the Broad and from views from Borrow Road. It effectively sits within the existing built envelope of the host building and extensions.
- 6.6 The extension has been specially designed to meet the needs of Dementia care patients. The modern form of the wing extension is considered appropriate and adds to the sense of time depth which is apparent in the various building phases of the existing property. High quality materials are proposed which are considered acceptable subject to samples and finishes being agreed via planning condition.
- 6.7 The buildings to be demolished are not considered to make a significant contribution to the character of the Conservation Area. Their removal is therefore considered acceptable overall.
- 6.8 The proposal tidies up, and makes use of, a currently underused area of the site. The proposal includes the removal of buildings which are not of merit with a building which is considered to be of architectural merit. The design of the proposal is considered appropriate and would enhance the character of the property by introducing an attractive extension. It is therefore considered that the proposal enhances the character of the Conservation Area.

- 6.9 In terms of impact on neighbouring amenity, given the existing use of the site and given the extensions are proposed to be situated behind the existing high wall at the boundary it is not considered that there would be a significant adverse impact on neighbouring amenity as a result of the increase in built development. The scheme also includes additional parking at the boundary of the neighbouring property. The impact of the additional parking here is proposed to be mitigated by some additional natural boundary screening. Conditions are recommended securing the appropriate planting and screening to be undertaken within the next available planting season.
- 6.10 In terms of impact on highway safety, the neighbours' concerns regarding the increase in use largely centred upon the impact on the highway. It is acknowledged that the use does attract on street parking and that this restricts the usable width of Borrow Road. However, the proposal includes the provision of 9 additional parking spaces which represents 4 over the standard requirement for a building of this nature and of the size as extended. They also propose to include a provision for bike storage to encourage local staff and visitors to travel by sustainable means. It is therefore considered that there would not be an adverse impact on highway safety, above the current situation and the Highways Authority has no objection to the application subject to a condition to secure the parking to be provided prior to the use of the new extensions. The landscaping has been amended in the course of the application and the Highway's Authority comments are awaited on the amended plans.
- 6.11 The objector's concerns over the previously proposed extension of a neighbouring care home are acknowledged. However, planning permission was granted for a reduced scale extension at North Bay House, following the refusal of a much larger scheme. Each application must be judged on its own merits and it is considered that the Broadland's site can take an extension on the scale proposed for the reasons outlined above. It should also be recognised that it is not the role of the planning system to stifle competition.
- 6.12 In terms of impact on trees, the proposal includes the installation of 5 parking spaces under the canopy spread of large mature trees which run along the eastern boundary. The agent has submitted information on the root protection proposed to allow for the spaces to be created without adverse impact on the tree's root systems. The trees make a significant contribution to the character of the Conservation Area and their protection is therefore considered imperative. The information submitted is satisfactory and it is then case that the parking spaces can be provided in the manner proposed. A condition requiring a watching brief whilst the works to the spaces is undertaken is recommended to ensure that the trees are protected whilst these are installed. One multi-stemmed Lime tree is diseased and proposed to be removed and replaced which is considered appropriate.

7 Conclusion

- 7.1 The set down nature, positioning and sympathetic design ensures the proposal is considered to preserve and enhance the character of the Conservation Area. It is not considered that there will be a significant adverse effect on neighbouring amenity, trees, or highway safety.

8 Recommendation

- 8.1 Approve subject to the receipt of acceptable amended car parking plans and the following conditions:
- (i) Standard time limit
 - (ii) In accordance with plans
 - (iii) All external materials and treatments to be agreed
 - (iv) Large scale joinery sections to be submitted and agreed
 - (v) Large scale roof sections to be submitted and agreed
 - (vi) Parking areas to be agreed and laid out prior to use
 - (vii) Biodiversity enhancements to be agreed
 - (viii) Tree works watching brief to be submitted and agreed
 - (ix) Re-planting and additional planting scheme to be agreed and carried out within the next available planting season
 - (x) Should any new tree/shrub die within 5 years of being planted shall be replaced

9 Reasons for Recommendation

- 9.1 The proposal is considered to be acceptable in accordance with Policies DP2, DP4, DP5, DP11, DP18, DP27 and DP28 of the adopted Development Management Policies DPD (2011), Policies CS1, CS5, CS18 and CS22 of the adopted Core Strategy (2007) and also the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

Background papers: BA/2013/0308/FUL

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List of Appendices: APPENDIX 1: Site Location Plan

APPENDIX 1

BA/2013/0308/FUL - Broadlands Residential Home, Borrow Road, Lowestoft
Extension and alteration of residential care home, including demolition of outbuildings

