

Application for Determination

Parish	Oulton Broad
Reference	BA/2008/0182/FUL Target date 10/09/2009
Location	North Bay House, Borrow Road, Oulton Broad, Lowestoft, Suffolk
Proposal	Proposed extension to provide 8 additional rooms along with lounge, activity area covered courtyard and office accommodation.
Applicant	Hellendoorn Healthcare Ltd
Recommendation	Refuse

1 Introduction

- 1.1 In July 2009 an application was submitted for the extension of a care home, North Bay House. A report was prepared for the Planning Committee meeting of 14 August 2009 (Appendix 2) but determination was deferred for a site visit.

2 Site Visit

- 2.1 Members undertook a site visit on 28 August 2009. The footprint and parapet level of the main single storey wings were marked out on the site. The relationship of the proposed building to the existing buildings and the context of the proposed building were looked at from various points within the site, from Borrow Road and from boat on Oulton Broad. The relationship to neighbouring properties was also examined (full notes attached Appendix 3).

3 Consultation responses since the report was produced

- 3.1 Two further letters of objection have been received from neighbours. The two District Members have also expressed their concerns regarding the application on grounds of size, overdevelopment, overlooking, car parking, traffic and further extension over the proposed single storey to create a second storey. The Conservation department would like conditions appended to any approval requesting a full species survey and mitigation measures. The Arboricultural Consultants requests a full Tree Assessment.

4 Assessment

- 4.1 A full assessment can be found in the report prepared for the 14 August meeting (Appendix 2).

4.2 The main issues to consider in the determination of this application are the principle of use, impact on the character and appearance of the existing building and impact of intensified use on the immediate and surrounding area and the impact on the Oulton Broad Conservation Area.

5 Recommendation

Refuse

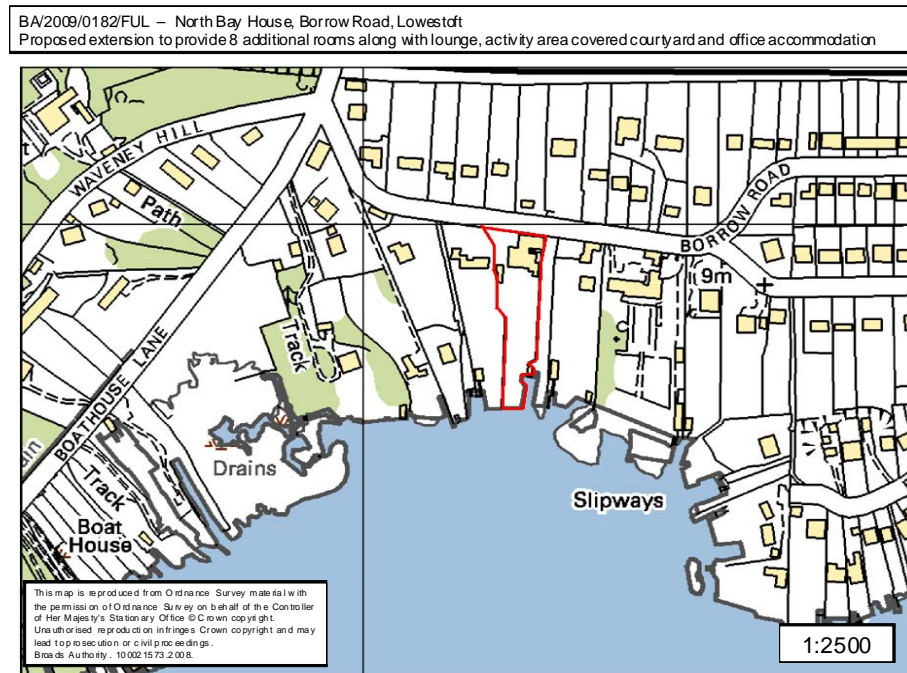
6 Reason for Recommendation

- (i) The proposal, by virtue of its scale, mass and size would have an adverse impact on the character and appearance of the existing build and its setting contrary to policy H12, B11 and B9 of the Broads Local Plan.
- (ii) The proposal, by virtue of its scale, mass and size, including the increased car park, would have an adverse impact on the character and appearance of the surrounding area and Conservation Area contrary to policy H11, H12, B7, B9 and C9 of the Broads Local Plan.
- (iii) The proposal would as a consequence of the intensification of the use have an adverse impact on the character of the area contrary to policies H12, B7, B9 and C9 of the Broads Local Plan.

List of Appendices: Appendix 1: Site Location Plan
Appendix 2: Full Committee Report (14 August 2009)
Appendix 3: Notes of site meeting held on 28 August 2009

Background papers: BA/2009/0182/FUL & BA/2008/0131/FUL

Author: Kayleigh Wood
Date of Report: 28 August 2009



**Broads Authority
Planning Committee**
14 August 2009

Application for Determination

Parish	Oulton Broad
Reference	BA/2009/0182/FUL Target date 10 September 2009
Location	North Bay House, Borrow Road, Oulton Broad, Suffolk
Proposal	Proposed extension to provide 8 additional rooms along with lounge, activity area covered courtyard and office accommodation.
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1 Description of Site and Proposals

- 1.1 The application site is a substantial detached residential property currently converted and used as a care home providing 24 rooms specialising in Alzheimer's and Dementia care. Located on the southern side of Borrow Road and backing onto the Broad, North Bay House is a five storey Edwardian property which although subject to various extensions in the past has retained much of its original character. The Broad-side facade of the house is a strong visual composition determined by the fenestration pattern and design and this is emphasised by the linear plot. The property sits in a large plot covering almost 0.5 ha, is long and linear gently sloping down southwards to the edge of the broad. The properties to the south of Borrow Road have a uniformed building line, sitting at the northern (highway end) of the plots.
- 1.2 North Bay House is situated to the north west end of the main water body of Oulton Broad within the Conservation Area. Although much of the character of Oulton Broad is tourist and recreational based, the Conservation Area which is situated on the northern bank of the Broad consists of residential properties fronting Borrow Road and Broadview Road with large linear curtilages sloping down to moorings on the Broad side. The Oulton Broad Conservation Area, within which the property sits, is characterised by these large, residential properties and extensive tree cover which were identified as important in the Oulton Broad Study in 1991. Within this area two residential care homes exist, North Bay House and Broadlands Residential Home. North Bay House currently retains its former residential character in contrast to Broadlands Residential Home which has a more institutionalised feel.
- 1.3 North Bay House currently employs 6 full-time staff and 22-part time staff. A small car parking area exists on the western elevation with a footprint of

approximately 1000m² affording spaces for 7 cars. The car park is gravelled with a garden and planting area around the north and east sides. Trees exist to the northern boundary which screen the car park from Borrow Road ensuring it retains its residential feel. To the rear of the property is a raised, private terrace which opens out from the existing ground floor of the house. Immediately below the terrace area the garden is demarcated further by a raised formal garden which is enclosed by a wall with wrought iron railings. Beyond the railings a large expanse of a less formal garden reaches down to the edge of and is visible from the Broad. The whole plot is framed by the characteristic extensive tree cover which makes a positive contribution to the visual appearance from the Broad.

- 1.4 The application seeks to further extend North Bay House to the southern elevation. This is to provide 8 additional rooms and other facilities which include a communal lounge/dining area, meditation room, terrace and enclosed courtyard. The intensification of the use also means that the informal parking area is to be more formalised (affording spaces for 13 cars) with the removal of the landscaped areas and trees at the boundary.
- 1.5 The proposed extension is to be mainly single storey, cut down into the top terrace of the garden and covers a footprint of approximately 25m long by 30m wide. The main bulk of the extension is proposed to form an 'H' shape with two bricked wings and recessed glazed link. It is proposed to be constructed of red brick with timber doors and windows with fenestration which matches the main build. The roof is proposed to be flat and sedum covered and concealed by a parapet wall. A small two storey extension is proposed at the western elevation to include an existing outbuilding to form an office and training rooms for staff.

2 Site History

BA/2008/0131/FUL – Insertion of dormer window, approved subject to conditions, 16/07/2008.

3 Consultation

Parish Council – Awaiting comment.

Broads Society – Awaiting comment.

District Member – Awaiting comment.

Arboricultural Consultant – Awaiting comment.

Highways – No objection, condition should be appended in any permission:
Condition – The use shall not commence until the area within the site shown on the submitted Drg No 008 C for the purposes of LOADING, UNLOADING, manoeuvring and parking of vehicles have been provided and thereafter that areas shall be retained and used for no other purposes.

4 Representations

Four letters of neighbour objections raising concerns in respect of:

- Increased highway use,
- increased car parking,
- intensification of site use,
- overdevelopment,
- scale of development, and,
- effect on character of the Conservation Area.

5 Policies

5.1 Core Strategy – Development Plan Document (Adopted Policies)

Policy CS 1 Development and changes in land use / management must ensure that all aspects of the environmental and cultural assets of the Broads' distinctive landscape are protected, enhanced and restored. Proposals should ensure opportunities for positive impacts on the following core assets have been addressed and adverse impacts avoided:

- (i) the defining and distinctive qualities of the varied landscape character areas formed by the built and natural environment;
- (ii) tranquillity and wildness as part of the Broads experience;
- (iii) the value and integrity of nature conservation interest; and
- (iv) the character, appearance and integrity of the historic and cultural environment.

Opportunities to mitigate the visual impact of currently intrusive features should be sought.

5.2 Broads Local Plan

Policy H 12 Sub-division of large houses

The sub-division of a large house into two or more units or its conversion to institutional use will be permitted if all the following criteria are met:

- a) the development can be carried out without the need for extensive alterations and extensions and it would not have a significant adverse effect on the setting, structure or character of a building of architectural or historic interest; and
- b) the development would not have a significant adverse effect on the character or appearance of the surrounding area; and
- c) the proposed development would not be an over-intensive use of the property, and the proposed new units or use would provide an adequate standard of residential amenity to future occupiers.

Policy H 11 Extensions and annexes

Extensions and alterations to dwellings and the provision of annexes will be permitted provided the following criteria are met:

- a) the scale and design of the extension, alteration or annexe would not have a significant adverse effect on the character of the existing dwelling or the surrounding area; and
- b) the development would not have a significant adverse effect on the privacy and amenity of any adjoining occupiers.

Any annexe should remain integral with the dwelling and before an annexe is permitted the Authority will seek to prevent its use as a separate dwelling by means of a planning obligation or condition.

Policy B 7 New development in Conservation Areas

Development in Conservation Areas will be permitted if it would preserve or enhance the character or appearance of the Conservation Area.

Policy B 9 Alterations in Conservation Areas

Planning permission will be granted for alterations to buildings in Conservation Areas if they would preserve or enhance the character or appearance of the area; this would include the need for a high standard of design and materials.

Policy B 11 Design

Development will only be permitted if its scale, form, design, external materials and colour would be appropriate to its setting. New development in the built environment should respect the character and townscape of the area. New development in the countryside should be appropriately located so as to minimise its visual intrusion in the landscape.

Policy C 9 Trees and woodlands

Development which would have a significant adverse effect on trees or woodlands of landscape or wildlife importance will not be permitted.

6 Assessment

- 6.1 The main issues to consider in the determination of this application are the principle of use, impact on the character and appearance of the existing building and impact of intensified use on the immediate and surrounding area and the impact on the Oulton Broad Conservation Area.
- 6.2 Substantial detached properties of this period and type are typical of the Broads and the Broads Local Plan identifies that it is important to retain these. It is appreciated that there is a reduced need for properties of such a size for residential purposes and finding alternative uses for these houses is difficult, but is preferable to their loss and in order for them to be retained. Institutional uses, such as residential care homes, are considered an acceptable use subject to the criteria set out in Policy H12 of the Broads Local Plan.
- 6.3 Criteria (b) of H12 permit the conversion of such buildings where there is no need for extensive alterations and those required would not have a significant adverse effect on the building or surrounding area. In this case the form and large footprint of the extensions has been dictated by the use and needs of the patients. It has been designed to ensure an enclosed outside area for safe

recreation and a circular internal layout for patients comfort and this has necessitated extensions of 500m². Pre-application discussions have indicated that this is the minimum size that can viably be achieved. It is appreciated that there will not be a significant adverse effect on the visual appearance of the building from the Broad, due to the large plot size, 'cut in' positioning of the extension and heavy screening from trees but the extension will be visible as a mass particularly in the winter months when tree cover is limited. Whilst it is acknowledged that the applicants have sought to reduce the size of the extensions as much as possible within the constraints of their proposed function, it is considered that the size and mass of the extensions relative to the existing building would still have a significant adverse effect on the building and character of the immediate area and Conservation Area. This will be exacerbated by the fore-shortening caused by the building being at a higher level than the Broad and surrounding area and the fact that one would be looking up at it, it is therefore considered that the proposal is contrary to Policy H12 and Policy B9 of the Broads Local Plan.

- 6.4 The current conversion has been achieved without a significant effect on the character of the building or the immediate area and its use as a care home is not significantly apparent externally. The more uniform car parking area and removal of trees at the highway elevation would mean its use as a care home would become more apparent particularly when considering increased traffic and vehicular movements. The neighbours to either sides of the home would become more aware of the use due to the significant visibility of the mass and bulk of the rear extensions (extending approximately 25m beyond the existing rear building line of the house) and there is an issue of impact on their privacy and amenity. Although the conversion has already occurred the extensions and alterations are considered contrary to the intent of Policies H12. It is considered that the intensification of use would be inappropriate in this predominantly residential area.
- 6.5 As outlined above, the current house has three differing rear garden areas comprising the private intimate terrace attached to the house, the more formal upper terrace and the informal more publicly visible section of the garden which opens out to the Broad. The extensions are proposed to sit on a large percentage of the upper terrace which would result in the effective loss of both the terraces. It is considered that the setting of the building and the character of the Conservation Area will consequently be adversely impacted upon by the loss of the formal garden and the visual impact of the new extension and this is contrary to Policy B7 and Policy B9 of the Broads Local Plan.
- 6.6 It is proposed to remove some trees within this application this cannot be assessed until the Arboricultural Assessment is submitted.

7 Conclusion

- 7.1 It is acknowledged that there is a growing need for facilities such as this which specialise in Alzheimer's and Dementia care. It is also appreciated that the setting offers benefits and a good quality of life for patients. However, it is considered that there maybe more appropriate areas within Waveney for this type of use as it is considered that owing to the size and impact of the

extension necessary to support such a use this location cannot support the degree of intensification.

8 Recommendation

Refuse

9 Reasons for Recommendation

- (i) The proposal, by virtue of its scale, mass and size would have an adverse impact on the character and appearance of the existing build and its setting contrary to Policy H12, B11 and B9 of the Broads Local Plan.
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- (iii) The proposal would as a consequence of the intensification of the use have an adverse impact on the character of the area contrary to Policies H12, B7, B9 and C9 of the Broads Local Plan.

Background papers: None
Application Files: BA/2009/0182/FUL

Author: Kayleigh Wood
Date of Report: 30 July 2009

List of Appendices: Site Location Plan

PLANNING COMMITTEE

11 September 2009

Note of site visit held on Friday 28 August 2009

BA/2009/0182/FUL North Bay House, Borrow Road, Oulton Broad, Lowestoft

Extension to provide 8 additional rooms along with lounge, activity area covered courtyard and office accommodation

Applicant: Hellendoorn Healthcare Ltd

Present:

Dr J M Gray – in the Chair

Ms S Blane

Mr C Gould

Mrs E A Burrows

Dr J S Johnson

Mr N Dixon

Mr A S Mallett

Mr A Duce

Ms C Sheridan

Mr C Groves – Broads Society

In attendance:

Mrs S A Beckett – Administrative Officer

Mr B Hogg – Head of Cultural Heritage and Design

Ms A Long – Director of Planning and Strategy

Miss K Wood – Planning Assistant

Mr Patterson – agent for the applicant

Mrs Hellen Doorn – the applicant

Apologies for absence were received from: Ms J Brociek-Coulton, Mr M C Broom, Mr S Dorrington, Mr G W Jermay, and Mr J Sharpe.

Introduction

Dr Gray as acting Chairman welcomed everyone to the site inspection emphasising its fact-finding nature. No decision would be made at this visit but the matter would be considered in detail at the next scheduled meeting of the Planning Committee on 11 September 2009.

The Committee had come to view the site in view of the concerns expressed, to view the context of the proposed development and character of the area and to assess:

- the principle of the use;
- the impact on the character and appearance of the existing house;
- impact of the intensification of the use on the immediate and surrounding area; and
- the impact of the proposed development on the Oulton Broad Conservation Area.

The Proposal

The Planning Assistant introduced and gave a description of the application which was seeking permission for a further extension to North Bay House to the south elevation to provide 8 additional rooms and other facilities which would include a communal lounge/dining area, meditation room, terrace and enclosed courtyard. Most of the extension would be single storey cut into the top terrace of the garden covering approximately 25m by 30m wide. It was intended that this would be H in shape with two bricked wings and recessed glazed link. In addition a small two storey extension was proposed at the western elevation to include an existing outbuilding to form an office and training rooms for staff. The outline of the extension was marked on the terrace and the height also indicated by ridge poles.

It was emphasised that the property fell within the Oulton Broad Conservation Area which in this location was characterised by large residential properties. North Bay House was one of these and had been extended sympathetically on a number of occasions. Although the area was predominantly residential, there was another care home ."Broadlands Residential Home" further to the east.

To accommodate the intensification of use, the proposal included creating a more formalised parking area at the road side of the property to allow for 13 car spaces (ie 6 more spaces than at present). The formalisation involved the use of railway sleepers. Some of the spaces on the western side would be angled in order to accommodate suitable parking and the area at present used for parking to the east would be extended nearer the property.

Comments

Members took the opportunity to view the application site from various vantage points within the curtilage of North Bay House and to the south. It was clarified that no trees on the lower terrace would be removed. On the upper terrace, to accommodate the extension would require the removal of the shrubs to the east and some trees to the west. Ms Doorn, the applicant, commented that she had agreed with the neighbour to put in a fence on the eastern side. She also confirmed that the two storey extension block would be for a staff office and training. It was not envisaged that it would be used as accommodation in the future. She emphasised the need for such specialist accommodation for Alzheimer's and Dementia care and increasing demand for it. At present there were 24 residents with only 6 having families living locally. Most of those employed lived locally and did not use a car space. It was not envisaged that there would be any additional delivery vehicles as a result of the proposed development or a significant increase in the numbers visiting the premises at any one time.

It was noted that the boundary on the west would still be screened. An arboricultural assessment and report was being prepared and would be available for the next Committee meeting.

Members also had the opportunity to embark on a boat to view the site from the Broad.

Conclusion

The Chairman thanked everyone for attending the site inspection. The application would be considered by the Planning Committee at its next meeting on 11 September 2009 and members of the public would be welcome to attend and observe the deliberations.

The Chairman declared the meeting closed at 11.20 am