

Item No.

APPLICATION NUMBER	CB/17/01023/FULL
LOCATION	115 London Road, Biggleswade, SG18 8EX
PROPOSAL	Demolition of existing building and structures. Erection of a one to two and half storey 70 bedroom residential care home (Use Class C2) and associated access, parking and landscaping.
PARISH	Biggleswade
WARD	Biggleswade South
WARD COUNCILLORS	Cllrs Lawrence & Woodward
CASE OFFICER	Nikolas Smith
DATE REGISTERED	28 February 2017
EXPIRY DATE	30 May 2017
APPLICANT	Mantles Group Limited (CRN:00338770) and Frontier Estates (Stevenage) Limited
AGENT	Rapleys LLP
REASON FOR COMMITTEE TO DETERMINE	This is a major application where the Town Council has objected
RECOMMENDED DECISION	Full Application - Approval

Reason for recommendation:

The principle of the development, its scale, design, impact on neighbours and highways implications would be acceptable. The overall quality of the scheme would be high and it would be in accordance with relevant Development Plan policies and the Council's Design Guide.

Site Location:

The site has an area of around 0.51ha and is located on the east side of London Road. It is currently occupied by a car dealership. It is surrounded by housing to the north, east and south. The Yorkshire Grey Public House and Council offices are located to the west of the site, on the opposite side of London Road.

The site is located within the Biggleswade Settlement Envelope and around 0.8km from the town centre. There is a footpath running along the northern edge of the site from London Road to Tulip Close.

The Application:

Full planning permission is sought for the demolition of the existing building at the site and its replacement with a care home with 70 bedrooms (use class C2). The building would be a maximum of two and a half storeys in height. The existing vehicular access would be closed up and replaced with an access at the north of the site. 24 car parking spaces would be provided along the northern boundary. Around 1,965m² of external amenity space would be provided to the south of the building for use by future residents.

Relevant Policies:

National Policy and guidance

National Planning Policy Framework (NPPF) (2012)
National Planning Practice Guidance (NPPG) (2014)

Local Policy and guidance

Central Bedfordshire Core Strategy and Development Management Policies - North (2009)

CS1	Development Strategy
CS3	Healthy and Sustainable Communities
CS4	Linking Communities – Accessibility and Transport
CS13	Climate Change
CS14	High Quality Development
CS16	Landscape and Woodland
CS17	Green Infrastructure
CS18	Biodiversity and Geological Conservation
DM3	High Quality Development
DM4	Development Within and Beyond Settlement Envelopes
DM14	Landscape and Woodland
DM15	Biodiversity
DM16	Green Infrastructure
DM17	Accessible Green Spaces

Site Allocations (North) Development Plan Document (2011)

Central Bedfordshire Design Guide (2014)

Central Bedfordshire Sustainable Drainage Guidance SPD (2014)

Central Bedfordshire Landscape Character Assessment

Development Strategy

At the meeting of Full Council on 19 November 2015 it was resolved to withdraw the Development Strategy. Preparation of the Central Bedfordshire Local Plan has begun. A substantial volume of evidence gathered over a number of years will help support this document. These technical papers are consistent with the spirit of the NPPF and therefore will remain on our website as material considerations which may inform further development management decisions.

Relevant Planning History:

There is no recent, relevant planning history at the site.

Consultation responses:

Neighbours were written to and press and site notices were published. The responses are summarised below:

Neighbours

Eight letters of objection have been received and their contents is summarised below:

- The town requires more important facilities than care homes.
- Fencing around the site should be replaced.
- Construction hours should be controlled.
- Privacy for existing neighbours would be compromised.
- There would be traffic problems.
- Deliveries could create noise.
- The layout and design is inappropriate and it would be too near to existing properties.
- Bins would be too near to existing neighbours.
- Not enough parking is proposed.
- Trees outside of the site could be harmed.

Consultee responses:

Biggleswade
Council

Town Objection for the following reason:

There is likely to be insufficient parking to cater for the needs of staff, visitors and visiting health workers. The proposed access, egress is too close to the existing pedestrian crossing.

MANOP

Summary

We consider that the scheme would be beneficial to overall care home provision within the Ivel Valley. We support the application. Good practice design and layout should be encouraged.

SUDS

We expect details to demonstrate the proposed method of surface water discharge and management of flood risk to be provided. This should be in accordance with the Central Bedfordshire Sustainable Drainage Guidance (CBC, Adopted April 2014 Updated May 2015), the Non-statutory technical standards for sustainable drainage systems (Defra, 2015), and industry best practise such as the SuDS Manual C753 (Ciria, 2016).

Highways

The proposed site layout shows that the existing site access is to be stopped up and the kerb and footway reinstated. A new vehicular access is shown to be provided towards the northern boundary of the site and as part of the works to create the new access, the existing 3 car lay-by across the site frontage will be removed. These works will need to be subject to a S278 Agreement.

The application is supported by a number of documents, including a Transport Statement and a Travel Plan. Colleagues in Transport Strategy should be asked to review the proposed Travel Plan if they have not already been consulted.

The Transport Statement contains trip rate analysis for residential care homes and car showrooms and the comparative assessment shows that the proposed care home will generate lower levels of traffic movement in both of the traditional peak periods as well as throughout the day.

24 parking spaces are shown to be provided to serve the proposed development. The Council's standards require the provision of 1 space per 4 bedrooms and 1 space per 2 members of staff. Thus with 70 bedrooms and an estimated staffing level of 25 people per shift, a total of 28 spaces should be provided. The proposed parking levels are thus slightly below the maximum number of parking spaces required.

The trip rate analysis contained within the Transport Statement has been used to assess the parking accumulation based on the likely arrival/departure pattern. This shows a maximum parking accumulation of 13 vehicles.

Thus the proposed parking provision of 24 spaces can be considered acceptable.

A loading area and turning head are proposed to the rear of the care home. Track plots have been produced that demonstrate that the large refuse vehicle can enter the site, turn and leave in forward gear.

The relocation of the site access towards the northern boundary of the site will result in the access being closer to the existing Toucan pedestrian crossing in London Road. However vehicle tracking has been undertaken to demonstrate that the separation between the site access and the Toucan crossing is sufficient to allow a large car to turn out of the site into London Road and wait at the stop line to the crossing.

While the separation between the proposed site access and the Toucan crossing is sufficient, the applicant is proposing that as part of the S278 works described above a new secondary signal head is provided at the crossing. This will ensure that drivers exiting the development will have full view of the Toucan crossing signal heads.

A Stage 1 Road Safety Audit has also been undertaken. This has identified that there is insufficient tactile paving at the junction of London Road and York Close and that tactile paving should be provided across the site access junction serving the Care Home. The RSA makes the following recommendation:

“Undertake a review of the proposed site access, within the context to likely pedestrian interactions with the existing cycleway and nearby York Close in order to

identify appropriate level of tactile paving provision. Tactile paving details should be included within the detailed scheme design, to be submitted for a Stage 2 Road Safety Audit prior to construction.”

This requirement to review the tactile paving provision, as indicated in the Stage 1 RSA, has been accepted by the applicant.

In light of the foregoing it is considered that the proposed care home development on this site is unlikely to have any adverse impact on the local road network once completed.

In a highway context I recommend that the following conditions be included if planning approval is to be issued:

1 The proposed development shall not be occupied or brought into use until the access, parking areas and turning area shown on drawing number G4067 (90) 01 D have been laid out, drained and surfaced in accordance with details previously submitted to and approved in writing by the Local Planning Authority and those areas shall not thereafter be used for any other purpose.

Reason: To provide a satisfactory means of access and to enable vehicles to draw off, park and turn clear of the highway in order to minimise conditions of danger, obstruction and inconvenience to users of the adjoining highway.

2 Before the new access is first brought into use the existing layby shall be removed and any existing access within the frontage of the land to be developed, not incorporated in the access hereby approved shall be closed in a manner to the Local Planning Authority's written approval.

Reason: In the interest of road safety and to reduce the number of points at which traffic will enter and leave the public highway.

3 The proposed development shall not be occupied or brought into use until the secondary signal head as shown on Royal HaskoningDHV's drawing no. SK01 has been installed in accordance with details previously submitted to and approved in writing by the Local Planning Authority and brought into use.

Reason: To provide a satisfactory means of access and in the interests of road safety.

4 In the absence of any detailed information submitted with the planning application relating to demolition and construction, no development shall be commenced until a construction method statement has

been submitted to and approved in writing by the local planning authority. The approved statement shall include:

- The hours of construction work and deliveries;
- Parking of vehicles for site operatives and visitors;
- Loading and unloading of plant and materials;
- Storage of plant and materials used in constructing the development;
- Wheel washing facilities;
- Construction traffic routes; and
- Details of the responsible person who can be contacted in the event of a complaint.

and all works shall be undertaken in accordance with the approved details.

Reason: To ensure the safe operation of the surrounding road network during the construction period.

Furthermore, I should be grateful if you would arrange for the following Notes to the applicant to be appended to any Consent issued:-

1 The applicant is advised that the requirements of the New Roads and Street Works Act 1991 will apply to any works undertaken within the limits of the existing public highway. Further details can be obtained from the Central Bedfordshire Council's Highway Help Desk, Tel: 0300 300 8049.

2 The applicant is advised that in order to comply with conditions attached to this permission it will be necessary for the developer of the site to enter into an agreement with Central Bedfordshire Council as Highway Authority under Section 278 of the Highways Act 1980 to ensure the satisfactory completion of the access and associated road improvements. Further details can be obtained from the Highways Agreements Officer, Highways Contract Team, Community Services, Central Bedfordshire Council, Priory House, Monks Walk, Chicksands, Shefford SG17 5TQ.

3 The applicant is advised that parking for contractor's vehicles and the storage of materials associated with this development should take place within the site and not extend into within the public highway without authorisation from the highway authority. If necessary the applicant is advised to contact Central Bedfordshire Council's Highway Help Desk on 03003008049. Under the provisions of the Highways Act 1980 the developer may be liable for any damage caused to the public highway as a result of construction of the development hereby approved.

Landscape Officer

There are no landscape objections to this scheme in principle, but at present the site plan provides very limited detail, being mainly restricted to grasses areas and some indicative tree planting.

A detailed planting scheme is required which provides interest and variety for residents but also helps to integrate what is a major development into the urban fabric. The proposal to provide plant beds for residents is welcomed. The proposal may also wish to consider a summerhouse, shelter or conservatory as well as the outdoor sitting areas, as a covered area is known to be valuable in encouraging wider use of outdoor areas.

Trees and shrubbery should be selected to provide a high degree of seasonal interest. Herbaceous areas and allotment planting would be excellent as Biggleswade has a strong history of market gardening and horticulture.

In landscape terms, the indicative landscape treatment for London Road and the northern boundary is not considered an acceptable solution. Grass verges with trees is a strong characteristic of London Road, which is well regarded as a green entrance to the town. The London Road frontage is dominated by the access details and built form - the balance of surfacing to verge and planting needs to be revised to create more visual unity with the street scene to the south.

Limes are the dominant tree - and at least one lime tree should be established at the frontage, but as long as a tree with strong form is used other species would be acceptable where space is more limited.

The northern boundary - retention of the existing fence is proposed. In my view, this development should seek to enhance the local environment by creating a "greener" public path. A fence could be set back closer to the parking line - which would provide scope to plant a hedge with trees to create a more attractive path, with the proposed planting softening the visual impact of the fence.

Within the site, groups of ornamental planting, specimen trees and hedge planting should be used to soften the boundaries and help mitigate the impact of the development for existing residents, particularly those to the east and south.

A more imaginative scheme to provide benefits to the location is required - I would be happy to advise further, but at present I cannot approve the plans as proposed.

Trees

There is little in the manner of significant landscaping for

the site with any existing trees being located offsite or on the perimeter, realistically they should be unaffected by the proposals and layout in the current form.

We will require detailed and comprehensive landscape plans to enhance this site in a manner suitable for the new occupants. Details of sizes, species and densities of planting along with a detailed landscape management plan should be conditioned.

Public Art

No objection subject to condition

Pollution Control

The site is located adjacent to London Road and therefore is subject to a significant amount of noise from traffic. It will therefore be necessary to ensure as with any development that the end users are protected from traffic noise so I recommend the following conditions to ensure that glazing and ventilation requirements are adequate.

In terms of contamination, the recommendations of the Phase 1 and 2 investigations should be implemented by means of a bespoke condition as below.

Ecology

The proposal has the potential to deliver net gains for biodiversity on what is a rather ecologically sterile site. The garden space, tree planting and flower beds will provide enhancement opportunities which are welcomed. Pre-app advice is referred to in the Design & Access Statement and yet the use of integrated bird bricks are not apparent in the elevation plans for the scheme. The presence of birds would be a pleasant addition for residents of the development and hence I would recommend that 10 integrated bird bricks to include sparrow terraces and higher swift bricks are incorporated into the built fabric of the building.

Sustainable Growth

The submitted Sustainability Statement outlines proposed sustainability measures and standards this care home is to achieve. It is proposed that the scheme will achieve BREEAM very good overall, with water and energy achieving BREEAM credits required for excellent. These standards are in accordance with the policies DM1 and DM2 aims to ensure that the development is water and energy efficient and promotes renewable energy.

To ensure that the proposed strategy is implemented, the following condition should be attached to the permission (should it be granted); the care home is to achieve overall BREEAM very good rating, with water and energy credits meeting minimum requirements for excellent rating. This condition to be discharged on submission of BREEAM assessment.

Determining Issues:

The considerations in the determination of this application are:

1. The principle of the development
2. The appearance of the development
3. The impact on neighbours and future living conditions
4. Traffic and parking
5. Other relevant material planning considerations

Considerations:

1. The Principle of the development

The employment use of the site is not protected and so the loss of the existing car dealership would be acceptable in principle. The applicant has set out that the proposed use could generate 25 full-time and 45 part-time jobs.

The site is located within the Biggleswade Settlement Envelope, where a care home use would be acceptable in principle.

2. The appearance of the development

The existing building at the site does not make a positive contribution to the appearance of the area and its loss would not be resisted.

The proposed building would be much larger than existing buildings around it but given the relative size of the site, it would be of an appropriate scale. It is important that sites are developed efficiently and are not under-developed. The massing of the building would be broken up with variety in the elevations and eaves and ridge heights. Care has been taken to ensure that the London Road street scene would be protected, where the development would be set back from the road and would have a good relationship with existing built form to the north and south of it.

The quality of the design would be high and a meaningful proportion of the site would be given over to landscaping. Materials and final details of hard and soft landscaping would be secured by conditions.

Overall, the appearance of the development would be appropriate.

3. The impact on neighbours and future living conditions

Whilst the building at the site is large, the proposed building would be taller and would have a larger footprint. It would introduce a different relationship with neighbours to the north, east and south than is currently experienced.

The nearest north facing window would be over 18m from the boundary with No 111 London Road. The building would be a single-storey in height where it was nearest to the eastern boundary of the site. The nearest two-storey element would be around 15m from the boundary with rear gardens of Tulip Close. Proposed first floor east facing windows serving a laundry would be obscurely glazed. South facing windows near to the boundary with 117 London Road would be located broadly in line with the rear elevation of that dwelling and would serve a hallway. This would likely result in only very limited overlooking of the rear garden serving that property. West facing bedroom windows in the southeastern section of the building would be located over 19m from the boundary with No's 117 and 119 London Road. A south facing window serving hallway would be around 11.5m away from the boundary with the garden serving No 121 London Road. A condition would require that this hallway

window was obscurely glazed.

These relationships would impact on living conditions for existing residents but not to a significant degree, when taking into account the urban environment within which the site is located. Most people already experience a degree of garden overlooking from their neighbours.

The scale and layout of the building would not result in any significant loss of light or of shadowing for existing residents.

There would be a degree of noise and activity associated with locating the access point at the north of the site and with cars and delivery or service vehicles coming and going and with activity at the site. Given the nature and scale of the proposed use, that would not likely result in a significant harm to existing neighbours – especially in the context of the location of the site, on a busy road.

One resident has raised concerns that the bin store would be too near to their boundary. Subject to the standard of site management that would be expected, that relationship should not be problematic.

The impacts on neighbours would be acceptable.

4. Traffic and parking

The applicant has submitted a Transport Statement which demonstrates that there is sufficient capacity on London Road and the wider network to accommodate the traffic associated with this development. It also demonstrates that the proposed new access would be safe and that there is sufficient capacity within the site to turn large vehicles.

The Council's Design Guide states that 28 car parking spaces should be provided at the site and 24 are proposed. The Transport Statement provides a detailed analysis of movement that would likely be generated by the development, which shows that in most cases, no more than 13 car parking spaces would be in use at any one time. In that context, the provision would be acceptable. A drop-off point and two spaces for disabled drivers would be provided.

The highways impacts of the development would be acceptable.

5. Other relevant material planning considerations

Drainage

A condition would require details of surface water drainage at the site.

Ecology

The Council's Ecologist has requested a condition requiring ecological enhancement at the site and such a condition is recommended, in line with the objectives of the National Planning Policy Framework.

Public Art

The Council's Public Art Officer has requested a condition requiring the

instillation of public art at the site. Given the scale of the development proposed, such a condition would not be necessary.

Standard of accommodation

The facility would be privately run and the applicant has set out how their experience of delivering similar schemes has influenced the proposed layout. The internal arrangements appear spacious and the sufficient outdoor amenity would be provided to ensure that the quality of accommodation provided would be appropriately high.

Recommendation:

That Planning Permission is approved subject to the following conditions:

- 1 The development hereby permitted shall begin not later than three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 **Notwithstanding the submitted information, no development shall commence at the site before details of the following have been submitted to and approved in writing by the Local Planning Authority:**

- **Materials to be used in the external surfaces of the development**
- **Hard and soft landscaping within the site including the timing of its implementation and completion and measures for landscaping replacement where it has been damaged or has died within a period of five years from the date of completion**
- **Boundary treatment**

The development shall be completed in accordance with the approved details.

Reason: To ensure that the appearance of the development would be acceptable in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009).

- 3 Notwithstanding the submitted details, the first floor window serving the hallway at the eastern side of the south facing elevation and the first floor windows serving the laundry on the east facing elevation shall be obscurely glazed and non-opening below a height of 1.7m from floor level.

Reason: To protect living conditions at neighbouring properties in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009).

- 4 **No development shall commence at the site before details of the proposed method of surface water discharge and the management of flood risk at the site have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in**

accordance with the approved details.

Reason: To ensure that surface water and flood risk are properly managed at the site in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009), the Central Bedfordshire Sustainable Drainage Guidance (CBC, Adopted April 2014 Updated May 2015), the Non-statutory technical standards for sustainable drainage systems (Defra, 2015), and industry best practise such as the SuDS Manual C753 (Ciria, 2016).

- 5 The development shall not be occupied before the access, parking areas and turning area for the site have been provided in accordance with the details shown on drawing number G4067 (90) 01 D. The access, parking areas and turning areas shall thereafter be permanently retained and maintained.

Reason: To provide a satisfactory means of access and to enable vehicles to draw off, park and turn clear of the highway in order to minimise conditions of danger, obstruction and inconvenience to users of the adjoining highway in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009).

- 6 The development shall not be occupied before a secondary signal head has been installed in accordance with the details shown on drawing no. SK01.

Reason: To provide a satisfactory means of access and in the interests of road safety in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009).

- 7 **No development shall commence at the site before a Construction Method Statement has been submitted to and approved in writing by the local planning authority. The Statement shall include:**

- **The hours of construction work and deliveries;**
- **Parking of vehicles for site operatives and visitors;**
- **Loading and unloading of plant and materials;**
- **Storage of plant and materials used in constructing the development;**
- **Wheel washing facilities;**
- **Construction traffic routes; and**
- **Details of the responsible person who can be contacted in the event of a complaint.**

All works shall be undertaken in accordance with the approved details.

Reason: To ensure the safe operation of the surrounding road network during the construction period in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009).

- 8 **No development shall take place at the site before the following has been submitted to and approved in writing by the Local Planning Authority:**

A Supplementary Ground Investigation report adhering to BS 10175 documenting the ground and material conditions of the site with regard

to potential contamination which were not able to be reached by the Listers Phase 1 Investigation, including testing of fuel tank excavations.

The building shall not be occupied before the following has been submitted to and approved in writing by the Local Planning Authority:

Where shown to be necessary by the Supplementary Ground Investigation report a detailed Phase 3 remediation scheme with measures to be taken to mitigate any risks to human health, groundwater and the wider environment. Any works which form part of the Phase 3 scheme approved by the local authority shall be completed in full before any permitted building is occupied.

The effectiveness of any scheme shall be demonstrated to the Local Planning Authority by means of a validation report (to incorporate photographs, material transport tickets and validation sampling), unless an alternative period is approved in writing by the Authority. Any such validation should include responses to any unexpected contamination discovered during works.

Reason: To protect human health and the environment in accordance with Policy DM3 of the Core Strategy and Development Management Policies Document (2009).

- 9 No development shall commence at the site before a scheme for biodiversity enhancement at the site including the timing of implementation and completion has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved scheme.

Reason: To ensure a net-gain in biodiversity at the site in accordance with the objectives of the National Planning Policy Framework (2012).

- 10 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers G4067(90)01D, G4067(01)01D, G4067(01)02D, G4067(01)04, G4067(01)03E, G4067(02)01A, G4067(03)01C, G4067(00)02A, 101/61/2_SLP01, Planning Statement dated February 2017, Design and Access Statement dated February 2017, Ground Investigation Report dated September 2016, Sustainability Statement dated January 2017, Transport Statement dated February 2017, Travel Plan dated February 2017

Reason: To identify the approved plan/s and to avoid doubt.

INFORMATIVE NOTES TO APPLICANT

1. This permission relates only to that required under the Town & Country Planning Acts and does not include any consent or approval under any other enactment or under the Building Regulations. Any other consent or approval which is necessary must be obtained from the appropriate authority.
2. The applicant is advised that the requirements of the New Roads and Street

Works Act 1991 will apply to any works undertaken within the limits of the existing public highway. Further details can be obtained from the Central Bedfordshire Council's Highway Help Desk, Tel: 0300 300 8049.

3. The applicant is advised that in order to comply with conditions attached to this permission, it will be necessary for the developer of the site to enter into an agreement with Central Bedfordshire Council as Highway Authority under Section 278 of the Highways Act 1980 to ensure the satisfactory completion of the access and associated road improvements. Further details can be obtained from the Highways Agreements Officer, Highways Contract Team, Community Services, Central Bedfordshire Council, Priory House, Monks Walk, Chicksands, Shefford SG17 5TQ.

4. The applicant is advised that parking for contractor's vehicles and the storage of materials associated with this development should take place within the site and not extend into within the public highway without authorisation from the highway authority. If necessary the applicant is advised to contact Central Bedfordshire Council's Highway Help Desk on 03003008049. Under the provisions of the Highways Act 1980 the developer may be liable for any damage caused to the public highway as a result of construction of the development hereby approved.

Statement required by the Town and Country Planning (Development Management Procedure) (England) Order 2015 - Part 6, Article 35

The Council acted pro-actively through early engagement with the applicant at the pre-application stage which led to improvements to the scheme. The Council has therefore acted pro-actively to secure a sustainable form of development in line with the requirements of the Framework (paragraphs 186 and 187) and in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015.

DECISION

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