



**SOUTH
KESTEVEN
DISTRICT
COUNCIL**

Planning Committee

5 August 2020



S19/1124

Proposal: Alterations to single-storey and two-storey extensions to existing care home, erection of two storey building of self-contained apartments.

Location: Chevington House, 36 North Road Bourne PE10 9AS

Applicant: Mr Dhaliwal Wellbeing Residential Chevington House 36 North Road Bourne PE10 9AS

Agent: Mr Ben Parsons Ben Parsons Design Limited 15 Moor Hall Drive Sutton Coldfield B75 6LP

Application Type: Full Planning Permission (Major)

Reason for Referral to Committee: Major Application

Key Issues: Principle of development
Impact on trees
Impact on the character of the area
Impact on heritage assets
Impact on residential amenity
Highways and transport infrastructure

Technical Documents: Arboricultural report
Design and access statement

Report Author

Steve Cadman, Development Management Planner



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Corporate Priority:

Growth

Decision type:

Regulatory

Wards:

Bourne East

Reviewed by:

Phil Jordan

21 July 2020

Recommendation (s) to the decision maker (s)

Refusal

S19/1124 Chevington House, 36 North Road, Bourne, PE10 9AS



Key



Application
Boundary



1 Description of Site

- 1.1 The application site is an established care home in a two-storey detached building on the eastern side of North Road in Bourne. A conservatory has been added to the southern part of the rear elevation of the property, and a large single storey rear extension to the northern part of the rear. The property is set within its own substantial, mature grounds which are approximately 90m deep. It is surrounded by two storey detached dwellings and terraced properties of varying styles in this part of North Road. An area of open grassland lies to the north, and The Croft which is an over 55 retirement development lies to the east. The vehicle access is from North Road, and there is a paved parking area on the frontage. At the front there is a low brick wall and close boarded fence along the boundaries.
- 1.2 The whole of the site, including a number of mature trees in the back garden, lies within the Bourne Conservation Area, whose eastern boundary coincides with the boundary at the rear of the site. North Street to the front of the site is a busy classified road, forming part of the A15 which runs through the town from north to south.

2 Description of proposal

- 2.1 The proposal under consideration is an amended version of the one originally submitted, with the design of the development altered in response to the concerns of officers regarding overdevelopment of the site and the impact on mature trees in the Conservation Area.
- 2.2 The proposal is to substantially expand the capacity of the care home. This would be achieved by constructing the following:
- A new two-storey building detached from and to the rear of the existing one. This would provide 27 new beds in self-contained apartments, shared indoor amenity areas, a new kitchen, a cinema room, staff room, and associated services (laundry, storage areas etc.). This would be approximately 33m deep by approximately 21m wide (at its widest point), and approximately 8.7m high at the maximum of its dual-pitched roof.
 - A two-storey extension at the southern side of the existing building. This would be approximately 3.6m wide by 11.1m deep and would provide 4 new bedrooms.
 - A further single-storey extension with a flat roof at the rear of the existing building. This would provide a new kitchen and shared indoor amenity areas.
- 2.3 The existing conservatory at the rear of the existing building and the single storey extension at its northern side would be removed. The latter change would allow vehicle access to a new parking area at the rear. There would be other, more minor alterations to the existing building, including changes to fenestration and to the internal arrangement of rooms.
- 2.4 The two-storey side extension would be finished using brickwork, detailing and roofing tiles to match the existing building. Both the new building and the single-storey rear extension would be finished using a mixture of smooth white render and either natural or cedar (fibre cement) cladding for the walls, with fibre cement tiles for the roof above the new building.

3 Relevant History

Reference	Proposal	Decision	Date
SK.98/0279	Extension to provide 6 bedrooms and lounge (outline)	Approved Conditionally	12/05/1998

4 Policy Considerations

SKDC Local Plan 2011 - 2036

Policy SP1 - Spatial Strategy

Policy DE1 - Promoting Good Quality Design

Policy EN6 - The Historic Environment

National Planning Policy Framework (2019)

Section 5 - Delivering a sufficient supply of homes

Section 12 - Achieving well-designed places

Section 16 - Conserving and enhancing the historic environment

5 Representations Received

Parish Council Bourne Town Council strongly objects on the following basis 1. Over-development, 2. dominating and oppressive, 3. Highways safety with regard to access to the A15, 4. Lack of parking.'

LCC Highways & SuDS Support Request the Applicant submit a parking plan which clearly defines the 18 car parking spaces along with the 6 disabled parking spaces which form part of the proposals along with servicing and turning arrangements.

Historic Buildings Advisor (SKDC) The application property lies within the Bourne Conservation Area and, therefore, the submission should include a Heritage Impact Assessment (HIA), as required by paragraph 189 of the NPPF (Feb 2019).

A HIA is a tool to inform the design process and should be undertaken prior to the formulation of any development proposals.

Arboricultural Consultant (SKDC) Raise concern regarding proximity of proposal to the canopy edge which could lead to pressure to prune or remove because of direct contact with the building, dropping of leaf litter, fruit etc, and/or shading and screening. This is of some concern as the rooms facing onto the canopies will be bedrooms where occupants may spend a considerable amount of time given that it is to be a care home.

Note there is a lot of hard surface is proposed inside the Root Protection Areas. No arboricultural impact assessment has been submitted and no tree protection or construction method statement is available. Suggest that this information be provided as part of the application rather than required by a condition.

Education & Cultural Services (LCC) The County Council has no comments to make on this application in relation to education.

Affordable Housing Officer (SKDC) In this instance there would be no affordable housing requirement. The reason being that the provision of the new accommodation is purely for the provision of caring facilities and end of life care.

The accommodation is of a specialist nature and is not for sale or rent on the open market and will only be made available for those persons requiring such accommodation as recommended by health specialists.

NHS England NHS England previously submitted a s106 healthcare provision for this development under its pre-planning application number S17/2385. The practice and project identified for application S17/2385 is still applicable for this application (S19/1124). However, please note that the funding being sought for this application is now £10,617.75, as the tariff used to calculate funding has been revised since the pre-planning response was submitted.

Anglian Water Services Anglian water responded that there was sufficient capacity for wastewater services at this location.

Bourne Civic Society The application seems totally deficient - we can see no heritage statement or even reference to the building being in the Bourne Conservation Area and how they preserve or enhance it Nor any elevation drawings showing what the new buildings look like.

6 Representations as a Result of Publicity

6.1 This application has been advertised in accordance with the Council's Statement of Community Involvement and 4 letters of representation have been received. The points raised can be summarised as follows:

- Spoil the outlook from properties 22 26 & 28 the Croft
- Devalue properties
- Interfere with the light at number 26A.

- Concerning Biodiversity and Geological conservation, compliance with BS5837 (trees) would be necessary.
- Impact on conservation area.
- The trees roots will be cut during the digging of both footings and drains the trees will start to die and will all have to be felled.
- Access from Chevington House to North Road is not sufficient
- Increase in traffic exiting and entering A15
- Care home was failing and inadequate.
- Parking of cars
- Noise, dust and dirt while major building work takes place
- Single access, concerns over traffic and highway safety

7 Evaluation

7.1 The Principle of Development

7.1.1 The proposal relates to extensions and alterations along with new build self-contained apartments at Chevington House Care Home. The site is located in Bourne within an established residential area. South Kesteven Local Plan policy SP1 (Spatial Strategy) sets out a framework guiding the location of new development within the District and states that the focus for the majority of growth is in and around the four market towns of Grantham, Stamford, Bourne and the Deepings.

7.1.2 The scheme proposes development at an established care home and therefore in principle the scheme would not give rise to any planning policy concerns in relation to the sustainability of the location. This proposal is therefore considered to be acceptable in principle and in accordance with Policy SP1 of the Local Plan, subject to assessment against site specific criteria. These include the impact of the proposal on the character and appearance of the area, impact on the residential amenities of neighbouring occupiers and impact upon highway safety.

7.2 Trees

7.2.1 The application is accompanied by a tree survey report from a qualified arboriculturist. Within the site 28 individual trees have been identified, of these trees one has been categorised as A within the BS5837 classification system. T13 is a weeping willow of significant size and form located at the far end of the garden area. This tree is proposed to be retained and has been incorporated into the scheme, but the proposal involves it being pruned back to remove 50% of its crown spread, and much of the proposed parking area at the rear lies within its root protection area.

7.2.2 To achieve the proposal a significant number of individual trees and one group need to be removed. The majority of these trees are low grade C ranked trees with the exception of T19 a Norway Maple and T27 a Yew which both have a B ranking. Neither tree can be viewed from outside the site and therefore there would not be a significant loss of visual amenity from as a result of their removal. Other tree works recommended are for general maintenance reasons.

7.2.3 As noted above, the proposal has been amended to mitigate potential impacts on the trees inside, or just outside the site. Despite this, the Council's Tree Officer has some continuing concerns. These include:

- The closeness of the canopies of the horse chestnuts along the northern boundary of the site to first floor bedroom windows. Given that this is a care home, these bedrooms may be occupied for a large amount of time, impacting on the quality of life of residents and leading to pressure to prune or remove the trees.
- The introduction of a large amount of hard surface to the root protection areas of trees.
- The lack of an updated arboricultural impact assessment, and tree protection method statement for the amended scheme.
- They note that the introduction of parking spaces underneath the weeping willow tree T13 will conflict with its naturally low, pendulous canopy.

7.2.4 In view of the above, it is considered that the information provided regarding potential impacts upon the trees in and around the site is not sufficient to allow a full assessment of the impact or ensure trees are suitably protected. Furthermore, the proposed loss of 50% of the canopy of the weeping willow at the rear of the site (T13) together with pruning of its low-hanging branches above the parking spaces would cause significant harm to a large and extremely attractive tree which makes a major contribution to visual amenity from public vantage points along The Croft to the east of the site. The importance of retaining trees and incorporating them into development proposals is required under policy DE1 criterion d.

7.3 **Impact on the character of the area**

7.3.1 Local Plan Policy DE1 requires development to make a positive contribution to the character of the area, avoiding harm to the streetscene. This is consistent with NPPF Section 12 (Achieving well-designed places) which amongst other things states that developments should be visually attractive as a result of good architecture, layout and effective landscaping.

7.3.2 Considering the most minor aspect of the proposal first, the application proposes a single-storey extension with a flat roof at the rear. Although the design of the proposed extension is not particularly in keeping with the existing building, it would be located at its rear, and would barely be visible from any public vantage point. As regards its design alone, it would not therefore harm the character and appearance of the area.

7.3.3 The existing care home is a large detached two storey dwelling with a hipped roof which is constructed of brickwork and stone with a plain tiled roof. The proposed two-storey side extension would be a subordinate addition to the dwelling, as it will have a slightly lower ridge height than the main dwelling and a hipped roof to match the design of the main building. The extension is set in from the boundary by 1 metre which helps to avoid a terracing effect. Despite being of a broadly sympathetic design, the proposed side extension would reduce the relatively generous spacing between the application property and number 34a to the south. It is therefore considered that the relatively generous spacing between nos. 34a, 36 and 38 forms part of the attractive character of this part of the street, and that this aspect of the proposal would therefore be harmful to the street scene.

7.3.4 The application also involves the addition of a substantial two-storey building in the landscaped gardens at the rear. This would have a more stark and modern appearance

than the existing care home, but the fact that it would be 1.8m less tall than this, and set to the rear means it would barely be visible from public vantage points along North Road to the front, and would not have a harmful visual impact when seen from here.

- 7.3.5 The rear boundary of the site faces public vantage points along The Croft to the east. The new building would be set back from the rear boundary by approximately 17m, with a number of mature trees intervening. These would provide a degree of visual screening, although this would be substantially reduced following the pruning identified as being necessary for the construction of the building, and would be reduced again on a seasonal basis during winter. It is considered that the design of the east-facing elevation is relatively unexceptional, and one which would normally be acceptable at the rear of a building, however in this case the replacement of the existing, highly attractive, boundary with The Croft which consists entirely of mature trees with the proposed unexceptional one (despite the presence of some screening in the summer time) would be harmful to the character and appearance of the area.
- 7.3.6 Looking at how the proposed development fits within the overall pattern of development in the area, I note that the proposal would result in two substantial buildings, with large footprints, occupying the majority of the plot, whereas on either side, there are attractive detached houses in generous grounds.
- 7.3.7 Taken together, it is considered that the cumulative effect of the changes at the front, at the rear, and the overall density of development within the constitute overdevelopment of the site, giving it a cramped appearance, and harming the character and appearance of the surrounding area.
- 7.3.8 By virtue of the design, scale and materials to be used, the proposal would not therefore be in keeping with the, streetscene and the proposal therefore conflicts with Policy DE1 of the South Kesteven Local Plan and NPPF Section 12.

7.4 **Impact on heritage assets**

- 7.4.1 Section 66 & 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require decision makers to have special regard to the desirability of preserving listed buildings or their settings or any features of special architectural or historic interest which they possess as well as the desirability of preserving or enhancing the character or appearance of conservation areas. Any adverse effect on a heritage asset, even if slight or minor, would not preserve the asset or its setting.
- 7.4.2 Case law has established that considerable importance and weight must be attached by the decision maker to the desirability of preserving the setting of heritage assets when balancing harm against public benefits.
- 7.4.3 Local Plan Policy EN6 seeks to protect and enhance heritage assets and their settings in keeping with the policies in the National Planning Policy Framework.
- 7.4.4 The NPPF is very clear that great weight should be given to the conservation of designated heritage assets and the more important the asset, the greater the weight should be. If harm is identified, there are two policy tests in the NPPF:
- i) Proposals which would result in substantial harm should be refused unless it can be demonstrated that it is necessary to achieve substantial public benefits that outweigh the harm.

- ii) Where a proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. Although substantial and less than substantial harm are a matter of judgement the NPPG advises that substantial harm is a high test and is most likely to be applicable where a fundamental element of a heritage asset's special interest is seriously compromised.

7.4.5 It is noted that the required Heritage Impact Statement has not been submitted along with the application.

7.4.6 In this case, in view of the impacts on trees and on general visual amenity (discussed above), it is considered that the proposal would cause substantial harm to the character and appearance of the Bourne Conservation Area. Although the provision of additional care home capacity undoubtedly provides some public benefit, it is not considered that this is sufficient to outweigh the harm to the Conservation Area. The proposal therefore conflicts with policy EN6 of the South Kesteven Local Plan and with the NPPF sections 12 and 16.

7.5 **Impact on neighbours' residential amenity**

7.5.1 Local Plan policy DE1 requires all development proposals to ensure there is no adverse impact on the amenity of neighbouring users in terms of noise, light pollution, loss of privacy and loss of light. This is consistent with NPPF section 12 (Achieving well-designed places) which amongst other things states that development should create places with a high standard of amenity for existing and future users.

7.5.2 The proposed side extension lies to the south of the building adjacent to No. 34a North Road. This property is a two-storey detached dwelling that is set in line with the frontage of the care home dwelling and has a single storey lean to extension adjacent to the site. The neighbouring property has two windows in the first floor side elevation which appear to be obscure glazed or secondary windows. The proposed two storey extension is set one metre in from the boundary and has no windows on the gable end facing the neighbouring property. No overlooking or loss of privacy is therefore anticipated from this element of the proposal.

7.5.3 The application also proposes a two-storey building located in the existing gardens to the rear. This would be set back from the northern boundary of the site, so it would not be overbearing or cause an unacceptable loss of light to the neighbouring property to the north. It would however be built very close to the southern boundary of the site. Given that it would sit to the north of this neighbouring dwelling, and that it would be set back from its rear elevation, it is not considered that it would cause an unacceptable loss of light to either house or garden here. However, it is considered that the introduction of a two-storey element close to a substantial length of the back garden belonging to number 34a would have an overbearing impact on the garden of this neighbouring property.

7.5.4 As regards potential impacts on neighbours privacy, I note that the south-facing side elevations of the new extension and building would be largely blank, apart from some windows towards the rear which would not look out over the most important parts of the gardens belonging to either 34a North Road, or 2 The Croft to the south. The only new first floor windows facing north would also be to the rear, avoiding overlooking of the garden belonging to number 38 at this side.

- 7.5.5 The substantial expansion of the capacity of this care home in a residential area has the potential to increase comings and goings, both from and within the site. The introduction of a vehicle access along the northern side of the site, and a parking area at the rear will inevitably result in some noise as a result. Overall however, it is not considered that any increase in noise would significantly harm neighbours' residential amenity.
- 7.5.6 The proposal would have an overbearing impact on the back garden belonging to 34a North Road, harming the residential amenity afforded to this dwelling, and it is therefore contrary to Local Plan policy DE1 and to NPPF section 12.

7.6 Highway issues

- 7.6.1 Local Plan Policy ID2 deals with transport issues, requiring that new developments should not severely impact on the safety and movement of traffic on the highway network. This policy is consistent with NPPF section 9 (Promoting Sustainable Transport) which amongst other things states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 7.6.2 The site access to the highway is proposed to be maintained and the visibility splays are unaltered. A new driveway is proposed down the northern boundary of the site leading to a new parking area to the rear along with an area of bicycle parking. A total of 18 no. car parking spaces are proposed, which increases the current number by 12.
- 7.6.3 In view of the above, it is considered that the proposal would result in adequate access and parking facilities and would not have an unacceptable adverse impact on highway safety in accordance with the NPPF Section 9. The proposal is therefore considered to be acceptable in highway terms and would not have a detrimental impact on highway safety.

8 Crime and Disorder

- 8.1 It is considered that the proposal would not result in any significant crime and disorder implications.

9 Human Rights Implications

- 9.1 Articles 6 (Rights to fair decision making) and Article 8 (Right to private family life and home) of the Human Rights Act have been taken into account in making this recommendation.
- 9.2 It is considered that no relevant Article of that act will be breached.

10 Conclusion

- 10.1 The proposal would cause harm to protected trees in a Conservation Area. It would be an overdevelopment of the site resulting in cramped development which would be harmful to visual amenity, and to the character and appearance of the Bourne Conservation Area. It would have an overbearing impact on the garden belonging to 34a North Road, to the south of the site, harming the residential amenity afforded to this neighbouring dwelling. The

development is therefore contrary to Local Plan policies DE1, EN6 and to sections 12 and 16 of the NPPF.

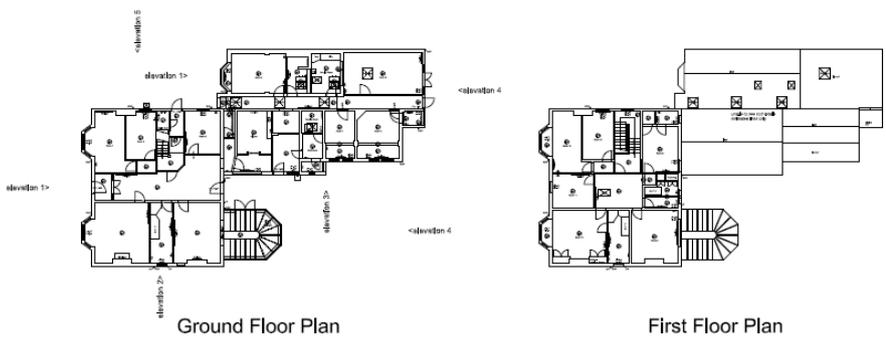
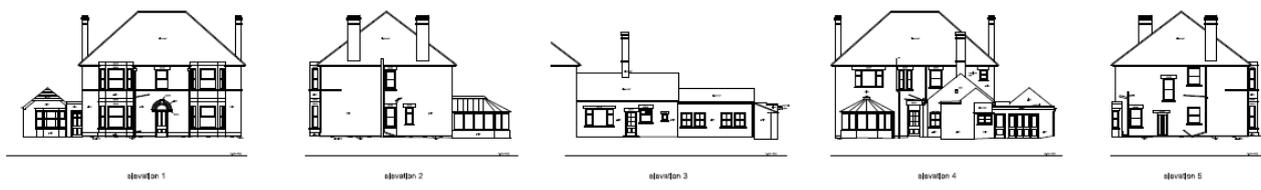
10.2 It is therefore recommended that planning permission is refused for the reasons below.

RECOMMENDATION: that the development is refused for the following reasons

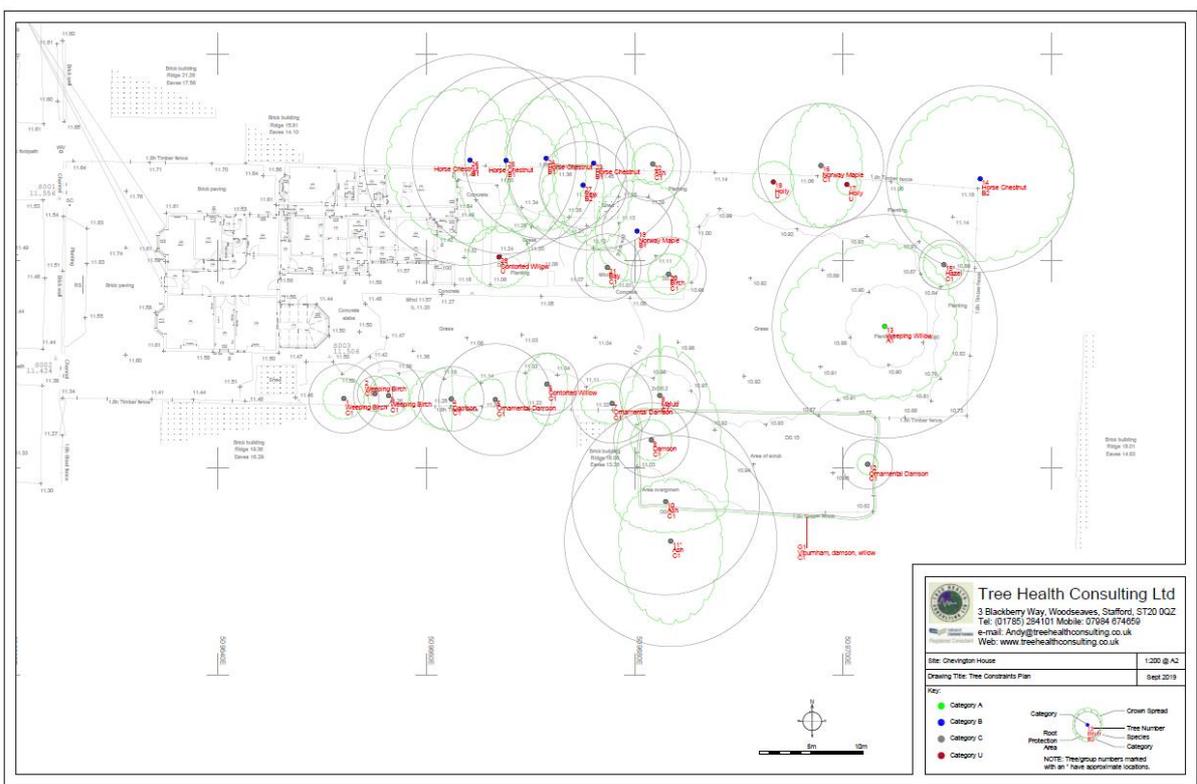
- 1 The proposed development, by virtue of its scale and density, would constitute an overdevelopment of the site resulting in a cramped environment which would be out of keeping with the character of the area and harmful to visual amenity. The proposed development would therefore be contrary to policy DE1 of the South Kesteven Local Plan and to NPPF section 12.
- 2 The proposed development would cause harm to protected trees within a Conservation Area and the design of the scheme does not consider how these could be appropriately retained and incorporated into the layout. The proposed development would therefore be contrary to South Kesteven Local Plan policies DE1 and EN6 and to NPPF sections 12 and 16.
- 3 The proposed development, by virtue of its design, scale and position, would be harmful to the character and appearance of the Bourne Conservation Area. The public benefits associated with the development are not considered to outweigh this identified harm. The proposed development would therefore be contrary to South Kesteven Local Plan Policy EN6 and to NPPF Section 16.
- 4 By virtue of its scale, massing and proximity to the boundary with the garden belonging to number 34a, the proposal would have an overbearing appearance, harming the residential amenity afforded to this neighbouring dwelling. The proposed development would therefore be contrary to South Kesteven Local Plan policy DE1 and to section 12 of the NPPF.

Note(s) to Applicant:

- 1 There is a fundamental objection to the proposal and it is considered that this cannot be overcome. Consideration has not been delayed by discussions which cannot resolve the reasons for refusal. The decision therefore accords with paragraphs 38 of the National Planning Policy Framework.



DRAWING INFORMATION	
Client:	Cheriton House
Project:	Tree Survey
Location:	Cheriton House
Date:	12/08/2019
Scale:	1:200
Author:	Andy
Check:	Andy
Drawn:	Andy
Scale:	1:200
Notes:	See notes on drawing



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 Tel: 01785 254101 Mobile: 07984 674659
 e-mail: Andy@treehealthconsulting.co.uk
 Web: www.treehealthconsulting.co.uk

Site: Cheriton House
 Drawing Title: Tree Constants Plan
 Scale: 1:200 @ A3
 Date: Sept 2019

Key:

- Category A
- Category B
- Category C
- Category U

Legend:

- Green Symbol
- Tree Number
- Root Protection Area
- Category

NOTE: Tree group numbers marked with an 'R' refer to adjacent locations.

3 ROOMS



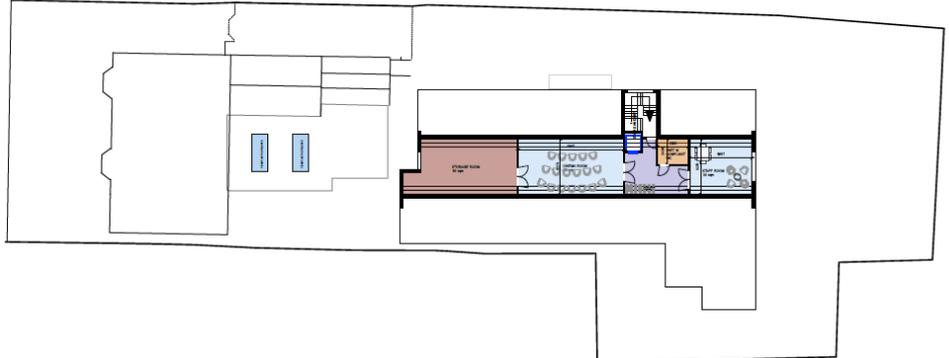
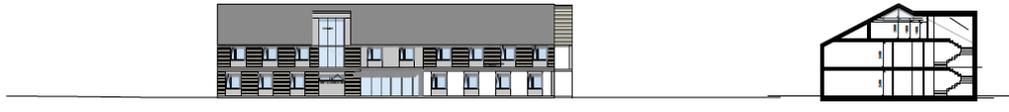
07 RevA
PROPOSED ELEVATIONS

Scale	
1:50	1" = 5'-0"
1:100	1" = 10'-0"
1:200	1" = 20'-0"
1:400	1" = 40'-0"
1:800	1" = 80'-0"
1:1600	1" = 160'-0"
1:3200	1" = 320'-0"
1:6400	1" = 640'-0"
1:12800	1" = 1280'-0"
1:25600	1" = 2560'-0"
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06 RevA
PROPOSED FIRST FLOOR PLAN

NO.	DESCRIPTION	DATE
1	ISSUED FOR PERMITTING	10/20/2023
2	ISSUED FOR PERMITTING	10/20/2023
3	ISSUED FOR PERMITTING	10/20/2023
4	ISSUED FOR PERMITTING	10/20/2023
5	ISSUED FOR PERMITTING	10/20/2023
6	ISSUED FOR PERMITTING	10/20/2023
7	ISSUED FOR PERMITTING	10/20/2023
8	ISSUED FOR PERMITTING	10/20/2023
9	ISSUED FOR PERMITTING	10/20/2023
10	ISSUED FOR PERMITTING	10/20/2023



08 Rev0
PROPOSED SECOND FLOOR PLAN

NO.	DESCRIPTION	DATE
1	ISSUED FOR PERMITTING	10/20/2023
2	ISSUED FOR PERMITTING	10/20/2023
3	ISSUED FOR PERMITTING	10/20/2023
4	ISSUED FOR PERMITTING	10/20/2023
5	ISSUED FOR PERMITTING	10/20/2023
6	ISSUED FOR PERMITTING	10/20/2023
7	ISSUED FOR PERMITTING	10/20/2023
8	ISSUED FOR PERMITTING	10/20/2023
9	ISSUED FOR PERMITTING	10/20/2023
10	ISSUED FOR PERMITTING	10/20/2023

Financial Implications reviewed by: Not applicable

Legal Implications reviewed by: Not applicable