

<b>App.No:</b> 140451 (PPP)	<b>Decision Due Date:</b> 31 May 2014	<b>Ward:</b> Hampden Park
<b>Officer:</b> Katherine Gardner	<b>Site visit date:</b> 29 April 2014	<b>Type:</b> Planning Permission
<b>Site Notice(s) Expiry date:</b> 16 May 2014 <b>Neighbour Con Expiry:</b> 16 May 2014 <b>Weekly list Expiry:</b> 2 May 2014 <b>Press Notice(s):</b> N/A		
<b>Over 8/13 week reason:</b> To bring to Planning Committee		
<b>Location:</b> Inglewood Nursing Home, 9-9 Nevill Avenue, Eastbourne		
<b>Proposal:</b> Proposed 2-storey extension to provide 10 additional residents bedrooms complete with en-suite facilities, and alteration of existing rooms to provide improved circulation, an additional lounge and en-suite facilities to existing rooms. Also relocation of external store and associated changes to car parking.		
<b>Applicant:</b> Mr Brian Cooney		
<b>Recommendation:</b> Approve conditionally		

### **Executive Summary:**

Escalated to committee due to neighbour request to speak.

### **Constraints:**

TPO Trees - TPO12

Willingdon Levels Catchment Area

### **Relevant Planning Policies:**

National Planning Policy Framework

Eastbourne Core Strategy Local Plan Policies 2013

B2: Creating Sustainable Neighbourhoods

C7: Hampden Park Neighbourhood Policy

D7: Community, Sport and Health

D10A: Design

Eastbourne Borough Plan Saved Policies 2007

NE7: Waste Minimisation Measures in Residential Areas

NE28: Environmental Amenity

UHT1: Design of New Development

UHT4: Visual Amenity

HO20: Residential Amenity

## TR11: Car Parking

### **Site Description:**

The application property is an established Nursing Home registered for 57 residents, situated at the junction of Nevill Avenue and Brassey Avenue. The existing property is a result of the change of use of three previously residential properties and a range of extensions to link these buildings and enlarge the site.

The rooms are over 2 floors with 3 separate wings. The building itself is set back from the road creating a car park and drop off area on site. The Avalon Nursing Home is next door to the application site, created through similar extensions and conversions.

The site is opposite the rear of properties (even numbers) in Nevill Avenue which have substantial gardens and foliage cover from the site. The site currently has 13 parking spaces, one disabled bay and one doctor parking space. There is a bin store and workshop situated in the car park area and near to the one TPO tree at the front of the site. There are currently 3 staircases and one small lift to provide access around the building.

The current building is constructed in brickwork and render (white) with plain hanging tiles and plain roofing tiles. The windows and doors are a combination of timber, aluminium and uPVC. The boundary treatments are brickwork and timber with asphalt paving hardstanding for vehicles. To the rear of the site is the driveway to 57a Brassey Avenue, with 57 and 57a Brassey Avenue lying adjacent to the rear.

There is a roof terrace to the property facing Brassey Avenue which has raised concerns with neighbours and is currently unused.

### **Relevant Planning History:**

EB/1968/0389  
C/U FROM A HOUSE TO REGISTERED OLD PEOPLES HOME  
Approved Unconditional  
1968-08-08

080753  
Single storey extensions at rear to form three residents bedrooms and enlarged dayroom. Single storey extension at front to enlarge kitchen.  
Planning Permission  
Refused  
06/02/2009

080788  
First floor extension at rear to provide seven additional residents bedrooms complete with en-suite facilities, together with additional day spaces.  
Planning Permission  
Refused  
06/02/2009

090217

Proposed single storey extensions at rear to form two resident bedrooms and enlarged dayroom. Single storey extension at front to enlarge kitchen

Planning Permission

Refused

22/05/2009

100187

Provision of roof terrace on existing flat roof extension fronting Brassey Avenue by raising height of surrounding false pitch

Planning Permission

Approved conditionally

16/07/2010

100388

Erection of a single storey extension to the rear to enlarge day room

Planning Permission

Approved conditionally

27/08/2010

**Proposed development:**

The applicant is proposing a 2 storey extension to the rear which will increase the gross internal floorspace by 416 square metres, 139 sqm at ground floor and 277sqm first floor.

The extension is the same height as the existing building with the same roof pitch. The extension has a depth of 13.2m, leaving 2.44m distance from the boundary with the driveway of 57a Brassey Avenue and 8.6m from the boundary with 57 Brassey Avenue. The width of the extension extends to a maximum of 14.8m. The 2 storey addition requires the removal of the existing roof terrace to alleviate concerns about use of this as amenity space.

The extension is to provide 10 additional residents bedrooms (4 on ground floor and 6 on first floor) complete with en-suite facilities, and will provide the ability to alter existing rooms to provide improved circulation, an additional lounge and en-suite facilities to 4 existing rooms (1 on ground floor and 3 on first floor). There is no increase in staff proposed.

Internal alterations associated with the extension are to provide:

- Larger lift to accommodate wheelchairs and beds.
- Additional staircase and fire exit at rear.
- Larger and improved corridors for better circulation.
- First floor lounge.
- First floor visitors/staff WC.
- Additional storage.

There will also be a relocation of the external store at the front and associated changes to car parking and access. This involves the removal of the store from its current position to the boundary of 5 Nevill Avenue and the public footpath. This means the current access from the highway will be moved and dropped kerb relocated as appropriate. The changes to the car parking area allow for an extra 3 car spaces, 1 disabled space and an

area for 2 motorcycles and 6 bicycle parking spaces. This is also intended to open up views towards the main entrance from the street and facilitate improved view for vehicles exiting the site. At the rear there will be new steps and ramps to provide better access to the garden amenity space.

The materials used in the construction of the extension will match existing as per the site description. There is to be some landscaping involving the removal of the rear hedges to allow a clear fire exit route and perimeter path linking the rear and front secure gardens. There are 2 fire exit doors at ground floor facing the rear and 2 first floor windows facing the rear which serve the hallway and staircase.

### **Consultations:**

#### Internal:

Specialist Advisor Planning Policy – Flood Storage Contribution required.

Specialist Advisor Arboriculture – conditions to be applied to any approval.

#### External:

East Sussex County Council Highways – conditions to be applied to any approval.

East Sussex County Council Adult Social Care – in support of the application. The facilities provided are in demand.

Environment Agency – no comments.

#### Neighbour Representations:

Objections have been received from 23 Firwood Close, 50 Brassey Avenue, 54 Brassey Avenue, 56 Brassey Avenue, 57 Brassey Avenue, 57a Brassey Avenue and 64 Brassey Avenue and cover the following points:

- Overdevelopment at the site.
- Overbearing and oppressive.
- Overshadowing.
- Loss of privacy – increased by the fact it is a Nursing Home and rooms are in all day use and the removal of the roof terrace.
- Traffic and parking issues within Brassey Avenue, including road safety and emergency access.
- Impact on Highway and environment.
- Negative effect on the residential character and ambience of the neighbourhood. Other commercial properties within the area blend in, however this does not.
- Aesthetic of the design. Lack of consideration to the existing character and architectural style of the buildings.
- Consideration that development has occurred consistently over many years to both The Inglewood Nursing Home and the Avalon Nursing Home next door.
- When the latest permission for single storey rear extension (100388) was agreed there was an agreement that no second storey should be added to it.
- Decrease in distance to boundary.
- Continuous unbroken length of roofline proposed is incongruous, out of scale and style in an area traditionally of detached and semi-detached 4 bedroom properties.
- Extends beyond the original building line.
- No provision for fire escape.
- No space for screening.
- Loss of amenity.

- Boundary wall may not survive excavation and cause damage to shrubs and foliage.
- Loss of soak-away area causing increased risk of flooding and slow drainage.

### **Appraisal:**

#### Principle of development:

Pre-application advice was sought and there was no objection in principle to extending the dwelling in this largely residential area and making alterations to the building provided it would be designed to a high standard, respect the established character of the area and would not have an adverse effect on amenity, in accordance with policies of the Core Strategy 2013, and saved policies of the Borough Plan 2007.

#### Impact of proposed development on amenity of adjoining occupiers and surrounding area:

The main impacts on residential amenity concern 57 and 57a Brassey Avenue. The distance from the boundary to these properties is decreased due to the rear projection of the extension. The driveway of 57a Brassey Avenue separates the application site from 57 Brassey Avenue, providing some distance between the two, however the 2 storey nature of the property has an increased impact than the single storey.

Therefore consideration is given to the available view from one property to another. There is door access proposed on the rear ground floor which is acceptable and there are two first floor windows. As these serve the stairway and corridor and the only window on the side elevation of 57 Brassey Avenue serves the landing. This a low level window, however there is less concern as to overshadowing as this is not considered a habitable room for planning consideration. The fact that the roof terrace is removed means that privacy is improved for these neighbours due to the amenity space being removed and no windows to habitable rooms being present.

The outlook from the landing window at 57 Brassey Avenue is diminished due to the second storey and decreased proximity to the boundary, however again, due to the fact the only window effected is the landing, this does not warrant refusal.

Although there is an increase in residents, it is unlikely that noise, general disturbance or odour will increase due to the nature of the site and the existing use continuing.

#### Design issues:

The height of the proposed extension matches that of the existing building and there is only a small increase in projection from the existing side elevation facing Brassey Avenue, due to the bay windows and ground floor access. The extension is constructed in materials to match existing and removes the first floor terrace, therefore the view from Brassey Avenue forms a complete 2 storey elevation along this whole side. The addition of a second storey does not effect any important vista or cause loss of natural screening and maintains the distinctive nature of the building itself. Therefore the appearance and character of the local environment is maintained. There are concerns about this area being primarily residential and although there is no objection to the current use of the building as a Nursing Home, the fact that the building has been extended to form a large site in this area of single private dwellings is not supported by all. However, the proposal makes effective use of the site and there is sufficient space on site for a development of this size. The layout has been considered in terms of residential amenity but also

designed to have effective use of floorspace and appropriate fire safety and disabled access etc. The decision to remove the redundant terrace in efforts to improve privacy for neighbours are noted. In response to concerns over fire escape route, the fire escape is detailed on the extension at the rear and is fully internal.

#### Impacts on trees:

There is some landscaping proposed and the alterations to the parking and storage cause some concern in relation to the TPO tree at the front of the property. The Specialist Advisor for Arboriculture has been consulted and advises that due consideration must be given during construction and that any approval should carry conditions for the protection of the TPO trees on site.

#### Impacts on highway network or access:

There is an increase in 3 parking spaces and 1 extra disabled bay proposed with provision for parking for cycles which was previously absent. There is an increase of 10 rooms but no increase in staff, however 4 spaces are now specifically allocated for staff. Therefore the only likely users of the additional spaces are transient visitors.

There is no on-street parking available on Nevill Avenue but the nearby residential streets of Brassey Avenue and Freeman Avenue provide unlimited on street parking, which can make these areas very busy at peak times. The properties in the area largely have off street parking available for residents, but these areas are very busy with car parks. The nature of the use of the site means that visitors are not staying for unnecessarily long periods and are present throughout the day, also the staff are on shifts so the influx of vehicles to and from the site is consistent and spread out. Due to this fact, although concerns over parking provision have been considered the impact is deemed to be minimal due to the above factors. Highways have been consulted and advise that the new parking provision is sufficient to cater for the increase in rooms and that it improves the standard of parking in line with ESCC guidelines. The plans for cycle storage are to be specified in more detail though. The alteration to access is also deemed acceptable by Highways provided conditions are met.

#### Other matters:

Effect on Environmental Amenity has been considered, however due to the use continuing as a Nursing Home and the fact the additional rooms provide bedrooms rather than kitchens etc that are likely to produce addition smells, this is not considered a major concern.

The application is supported by East Sussex County Council's Adult Social Care Department, Supported Housing Development Team as current and projected demographic, health and social care needs data on people age 65+ over the next 2 decades and information on current supply in Eastbourne shows that there is both current and future demand for this type of accommodation. The proposal supports the requests from this department that the rooms would be single rather than shared to enable choice and services which support dignity and respect. The addition of ensuite rooms and a first floor residents lounge, with better wheelchair access provides more suitable accommodation and improves the current accommodation in line with requirements.

The Environment Agency and Planning Policy were consulted because the development is within the Willingdon Levels Catchment area. The Environment Agency confirmed they had no comments to make, however policy have calculated that the size of the proposal requires a Flood Storage Compensation Contribution of £650.00. This is to be conditioned.

The proposal does not contravene any of the visions for the Hampden Park Neighbourhood but supports the policy to enhance existing community facilities in that it provides needed accommodation which is of an acceptable standard for these members of the community.

### **Human Rights Implications:**

The impacts of the proposal have been assessed as part of the application process. Consultation with the community has been undertaken and the impact on local people is set out above. The human rights considerations have been taken into account fully in balancing the planning issues; and furthermore the proposals will not result in any breach of the Equalities Act 2010.

### **Conclusion:**

The proposed development is in keeping with the site and surrounding area. Residential amenity is maintained to an acceptable level and the Willingdon Levels and TPO's are protected.

The development provides suitable accommodation in terms of Adult Social Care requirements and is a good addition to this community facility.

This is subject to conditions but the proposal accords with Eastbourne Borough Local Plan (Saved policies, 2007), Eastbourne Core Strategy Local Plan (2007-2027) and the National Planning Policy Framework (2012).

### **Recommendation:**

Approved conditionally

### **Conditions:**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Sections 91 and 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.)

2. No development shall commence until the necessary flood storage contribution of £650 has been received by the Local Planning Authority.

Reason: For the ongoing maintenance of the Eastbourne Park Flood Storage area and to reduce the risk of future flooding.

3. The use hereby permitted shall not commence until the existing access has been stopped up and the kerb and footway reinstated in accordance with details submitted to and approved in writing by the Director of Economy Transport and Environment.

Reason: In the interests of Highway safety.

4. The new access shall be in the position shown on the submitted plan [number: SK11 rev A] and laid out and constructed in accordance with the attached HT407 form/diagram and all works undertaken shall be executed and completed by the applicant to the satisfaction of the Local Planning Authority prior to commencement of development.

Reason: To ensure the safety of persons and vehicles entering and leaving the access and proceeding along the highway.

5. The development shall not be occupied until parking areas have been provided in accordance with the approved plans and the areas shall thereafter be retained for that use and shall not be used other than for the parking of motor vehicles.

Reason: To ensure the safety of persons and vehicles entering and leaving the access and proceeding along the highway.

6. The development shall not be occupied until cycle parking areas have been provided in accordance with details which have been submitted to and approved in writing by the Planning Authority and the areas shall thereafter be retained for that use and shall not be used other than for the parking of cycles.

Reason: In order that the development is accessible by non car modes and to meet the objectives of sustainable development.

7. T10 Landscape design proposals: Vii Proposed and existing functional services below ground (e.g. drainage, power communication cables, pipelines indicating positioning. To ensure any new services are installed in a location to avoid damage to the trees indicated as retained.

Reason: To ensure the provision of the amenity value afforded by trees in respect of the proposed development.

8. T4 Tree protection: Fencing (2.4m hoarding) to the edge of the root protection area on both protected trees.

Reason: To ensure that trees to be retained are adequately protected from damage to health and stability throughout the construction period in the interests of amenity.

9. The development hereby permitted shall be carried out in accordance with the approved drawings no. 4242 SK11 Rev C, 4242 SK06, 4242 SK09 (Proposed), submitted on 15 May 2014.

Reason: For the avoidance of doubt and to ensure that the proposed development is carried out in accordance with the plans to which the permission relates.

**Appeal:**

Should the applicant appeal the decision the appropriate followed, taking into account the criteria set by the Planning Inspectorate, is considered to be **written representations**.