

ITEM NO: 6

Application No.
18/00662/FUL
Site Address:

Ward:
Binfield With Warfield

Date Registered:
28 June 2018

Target Decision Date:
23 August 2018

**Holly Cottage London Road Binfield Bracknell
Berkshire RG42 4AA**

Proposal:

Erection of 12 bedroom Residential Care Home (Use Class C2) with associated access, parking and landscaping following demolition of Holly Cottage.

Applicant:

Choice Ltd

Agent:

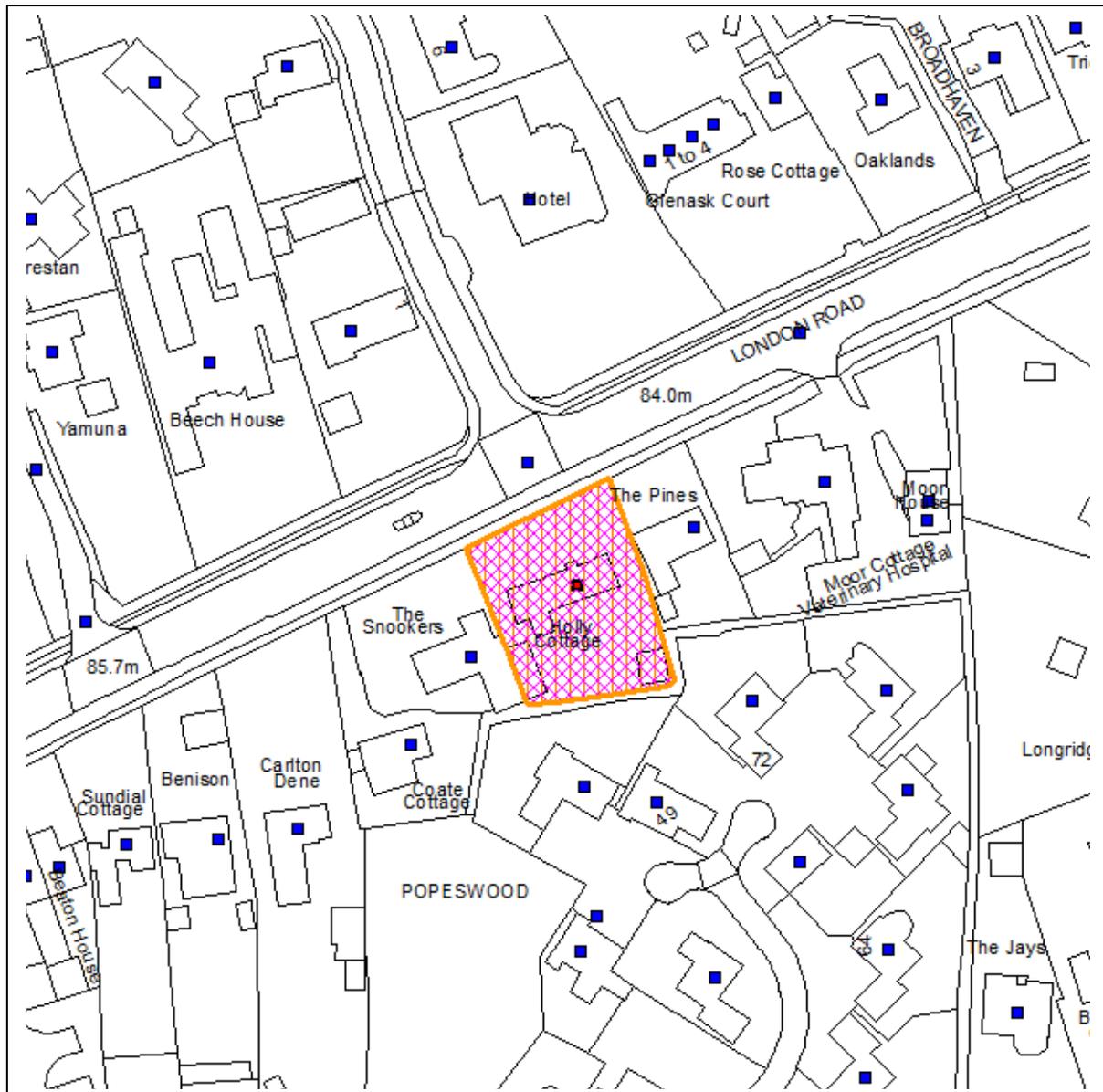
Mr Andy Knowles

Case Officer:

Martin Bourne, 01344 352000

development.control@bracknell-forest.gov.uk

Site Location Plan (for identification purposes only, not to scale)



1. SUMMARY

1.1 Full planning permission is sought for the erection of a 12 bedroom Residential Care Home (Use Class C2) with associated access, parking and landscaping following demolition of Holly Cottage.

1.2 The site lies within a settlement and the principle of the development is acceptable. Although larger than the dwelling it replaces the design and siting of the proposed building is acceptable and there would be no unacceptably adverse impacts on the living conditions of nearby residents. Access to the site and the parking proposed is considered adequate. With suitable mitigation there will be no unacceptable impacts on the SPA or biodiversity generally.

RECOMMENDATION

Following completion of a legal agreement planning permission be granted subject to conditions contained in Section 11 of this report.
--

2. REASON FOR REPORTING APPLICATION TO COMMITTEE

2.1 The application is reported to Planning Committee as more than 5 objections have been received.

3. PLANNING STATUS AND SITE DESCRIPTION

PLANNING STATUS

Within the settlement of Binfield

Within 5km of SPA

3.1 The application site, which has an area of 0.1ha, lies on the south side of London Road in Binfield. The bulk of the site lies at a lower level than the road. It is bounded by detached dwellings on both sides – The Snookers, a chalet style bungalow to the west and The Pines, a two-storey house to the east. A badger corridor lies on the site's southern boundary with houses at Fletcher Gardens to the south of the corridor.

3.2 Holly Cottage is a bungalow with accommodation in the roof lit by a rear-facing dormer. It has a sloping hard-surfaced area to the front. To the rear of the property is a back garden containing a detached outbuilding and a flat-roofed garage with a hard-surfaced area accessed on the east side of the bungalow. There are a number of trees and shrubs on the site's back (southern) boundary.

4. RELEVANT SITE HISTORY

4.1 602301: Provision of dormer bedrooms in roofspace. APPROVED 1977

4.2 10/00463/FUL: Erection of single storey side extension. APPROVED 2010

5. THE PROPOSAL

5.1 Full planning permission is sought to demolish Holly Cottage and its associated garage and outbuilding and erect a two storey building to be used a care home within use class C2. The building would have a floorspace of about 518sq m and a maximum height of 8m. Five parking spaces (including two tandem spaces) and a bin store, are proposed to the front of the building. A further 3no. car parking spaces, including 2no. disabled spaces, cycle parking and a garden area, incorporating a smoking shelter, are proposed to the rear of the building. New planting and fencing is proposed on the site's southern boundary to strengthen screening to the badger corridor.

5.2 The building has 12no. bedrooms (10no. at first-floor, 2no. at ground floor) with a kitchen and dining room, communal lounges, laundry, office, meeting room and WC at ground floor.

5.3 The proposed care home would be a mental health home (see below).

6. REPRESENTATIONS RECEIVED

Binfield Parish Council:

6.1 Binfield Parish Council RECOMMEND REFUSAL of this application for the following reasons:

- o This is overdevelopment of the site and contrary to policies CS7 and EN20
- o There is insufficient parking on site
- o There is no on road parking due to double yellow lines on London Road
- o There is no on site turning available for delivery vehicles
- o There is insufficient amenity space for residents
- o There will be noise and light pollution from the smoking area including the evenings
- o The development will be a threat to the badgers using the foraging run at the end of the plot as there will be noise and light pollution both during and after development even in the evenings.

East Berkshire NHS Clinical Commissioning Group (Associate Director – Mental Health, LD, Children's & Families)

6.2 East Berkshire CCGs are looking at the housing provision available locally to support people with mental health needs, especially those who provide support for people with long term needs. We would be pleased to support in principle an application to provide such housing provision in Bracknell, and as our needs develop we will be in contact with you and other local providers to develop a housing strategy that meets the needs of our residents with long term mental health needs

6.3 35no. objections have been received which may be summarised as follows:-

Proposed use and impact on living conditions

- Noise from patients both inside the Care Home and in the garden, and from vehicle movements, would impact nearby residential properties.
- the type of Class C2 operation proposed could impact on the security of the neighbouring properties
- the overdevelopment of the site and proximity of development to the site boundaries causes overshadowing, loss of light and overlooking issues for surrounding properties
- the proximity to neighbours of the proposed building and associated staff smoking area will lead to noise, light and smoke pollution and be a nuisance for residents in surrounding properties
- loss of privacy to neighbours: the proposed design increases the number of habitable rooms overlooking the rear gardens of 47, 49 & 72 Fletcher Gardens - the rear to rear separation distances are short of the design requirements in the Design SPD
- the impact on Nos. 47 and 49 will be increased further by parking spaces directly behind their gardens and a smoking shelter only 5m behind their rear fence
- the proposed Care Home will overlook properties on the north side of London Road
- disruption to roots to large sycamore tree at the top of the drive to The Pines during excavation of site entrance
- the impact of sewage and water supply system is of great concern, with a significant increase in demand and supply.
- the NHS document submitted does not support this application only the provision of facilities in Bracknell

- the overdevelopment of the site and proximity of development to the site boundaries deprives future patients/residents of garden and recreation space
- the outside space is very limited for 12 people and very close to neighbours
- London Road is busy with fast moving traffic, and will get busier - concern for the welfare of the patients
- the only usable wheelchair outside space (patio) is 4.5m², therefore very limiting
- the topography (steep slope) of the site precludes wheelchair users other than by car - the proposed site is much lower than London Road - this may be a problem evacuating residents in case of an emergency..
- there is no provision for staff to sleep at the home

Scale and design

- The proposed building would clearly be several times larger than the existing dwelling and out of place in the streetscene – it would have a harmful effect on the character of the area.
- the height of the proposed building will intrude visually on the street scene and is not in-keeping with surrounding properties which are generally hidden from London Road by the slope of the land plus either trees, gates and/or fences
- the development to the plot boundary removes the visual separation between buildings that is very much in evidence in the current street scene. The width of the new property should be comparable to that of the existing Holly Cottage allowing similar spacing between properties as exists today

Wildlife

- Badgers and the nearby copse would be likely to suffer noise pollution
- the property borders a wildlife corridor which affords vital access to a local woodland area for a protected species. The protection of this run is likely to be compromised during the demolition and building work. The preservation of this run cannot be guaranteed after the work has been completed and occupancy takes place.
- a bat roost in the existing property was identified in the Preliminary Ecological Appraisal.
- the site is within 5km of the Thames Basin Heaths SPA
- the Council-owned Suitable Alternative Natural Green Space (strategic SANG) is limited and capacity has been almost used up.

Parking and highways

- Site access is steep and narrow from London Road with a junction opposite
- insufficient parking for staff and visitors to the new facility. Parking along London Road is controlled – overflow parking will occur in nearby residential streets
- Nevelle Close (a private road opposite) already has issues with parking from non-residents blocking emergency access to the Close
- commercial vehicles (food, laundry, refuse etc) which will be forced to stop on London Road
- no provision for a mini bus and limited access to emergency vehicles
- the bus route does not go down this part of the London Road and there are no stops close to this site.
- there are no dedicated cycle routes to this location and the footpaths are not linked to give easy passage for people who wish to walk.
- the site is not situated near any community or local amenities/facilities, both Binfield and Bracknell are over a mile away
- highway safety: the proposal will increase traffic flow to the property considerably making the entry and exiting from The Pines extremely difficult and dangerous.
- concerns that the refuse lorry will have to reverse down from a busy road to collect the wheelie bins to the Care Home.

Planning policy

Contrary to:

- Binfield Neighbourhood Plan BF1
- Bracknell Forest Local Plan EN20
- Core Strategy DPD Policy CS1 and CS7

7. SUMMARY OF CONSULTATION RESPONSES

Highways Officer:

7.1 No objection subject to conditions and obligations.

Environment and Public Protection:

7.2 No objection subject to the imposition of conditions to control the environmental effects of the demolition and construction work, including hours of demolition and construction, and any air ventilation systems.

Natural England

7.3 Natural England was consulted on an Appropriate Assessment for the application in accordance with Paragraph 63 (3) of the Conservation of Habitats and Species Regulations 2017. Natural England has advised that it has no comments to make on this application, as long as the relevant avoidance and mitigation measures specified in the Appropriate Assessment are secured.

Biodiversity consultant

7.4 I am satisfied that the badger mitigation approach will adequately address potential impacts during construction and in the longer term. Appropriate planting along the southern boundary and sensitive lighting will be key to avoiding adverse impacts in the longer term. Evergreen planting is suggested in the ecological survey report, which I agree with; the proposed site layout plan should show this for consistency. I think it would be reasonable to secure the mitigation measures during construction, and planting and sensitive lighting through conditions.

Binfield Badger Group

7.5 We are concerned that there will be adverse effects for badgers during both the construction and the habitation phases, and not only during the construction phase as identified in the Preliminary Ecological Appraisal.

Waste and Recycling Officer

7.6 Waste would be collected privately.

8. MAIN POLICIES AND OTHER DOCUMENTS RELEVANT TO THE DECISION

8.1 The main planning policies and associated guidance applying to this application are:-

	Development Plan Policy	NPPF
General policies	CP1 of SALP, CS1 & CS2 of CSDPD	Consistent
Design	CS7 of CSDPD, EN1 and EN20 of BFBLP	Consistent

Parking	CS23 of CSDPD, M4 and M9 of BFBLP	Consistent
Highway Safety	CS23 and CS24 of CSDPD, M9 of BFBLP	Consistent
Cycling and pedestrians	CS23 and CS24 of CSDPD, M6 of the BFBLP, TC1 of the BNP	Consistent
Residential Amenity	EN20 and EN25 of BFBLP, ENV2 of BNP	Consistent
Accessibility	CS7 of CSDPD, EN22 of BFBLP	Consistent
Biodiversity	CS1(vii) and CS7 (iii) of CSDPD	Consistent
Sustainability	CS10 and CS12 of CSDPD	Consistent
Noise	EN25 of BFBLP	Consistent
SPA	SEP NRM6, CS14 of CSDPD and EN3 of BFBLP	Consistent
Supplementary Planning Documents (SPD)		
Design SPD		
Streetscene SPD		
Parking Standards SPD		
Thames Basin Heaths Special Protection Area SPD		
Planning Obligations SPD		
Other publications		
National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG)		

9. PLANNING CONSIDERATIONS

9.1 The main issues for consideration are:

- i Principle of development
- ii Impact on character and appearance of the area
- iii Amenity issues for occupiers of nearby premises (existing and proposed) and future residents
- iv Transportation considerations
- v Biodiversity
- vi Thames Basin Heaths Special Protection Area (SPA)
- vii Waste and recycling
- viii. Community Infrastructure Levy (CIL)

i. Principle of Development

9.2 The site lies within a settlement, in a reasonably sustainable location. The proposed built development is therefore considered acceptable in principle.

9.3 A number of representations received have raised concern with the mental health home use proposed. Planning case law and Inspectors' decisions at appeal suggest that fear of the impact of antisocial behaviour on the living conditions of residents is capable of being a material consideration. The weight to be attached to this matter is for the decision-maker, but an assessment should be undertaken to establish if there is a reasonable evidential basis for any fears expressed.

9.4 Material submitted by the applicant with the application includes the following information:-

- The most common diagnoses that we deal with in our mental health homes include schizophrenia, personality disorder and bi-polar/depressive illness. As a consequence of

having such conditions, our service users may have put themselves at risk through self-harming or self-neglect.

- Once a person is placed with us we work closely with NHS health professionals to ensure the person we are supporting achieves and stays as mentally well as possible. We provide the people we support with the opportunity to start recovering from previous health problems by supporting healthy routines, re-learning daily living skills, building positive relationships, looking for and maintaining employment, re-engaging with friends and families and helping them to plan for the future.
- We help to protect them from the potential prejudice and stigma that a mental health diagnosis can have on their lives. We work with them to build self-esteem and confidence so they can move on in their lives to greater independence and we have helped very many people to move out of our services in a safe and successful way so they can live in their own accommodation and take up their place as a valued and independent citizen when the time is right.

9.5 In terms of risk to those nearby:-

- All potential residents are assessed by the local authority or NHS clinical commissioning group before being referred to us. Any person who is not considered to be safe to live in a community setting would not be referred to us at this stage.
- Once a person has been referred to us, we carry out our own rigorous assessment which includes a detailed and robust assessment of risk and suitability to live at the care home. Any person who is not considered to be suitable would not be offered a place in the care home.
- As a final stage, the care home manager would also carry out a separate assessment of each individual put forward for a place at the care home. This takes into account all areas of risk and compatibility with the other people who live there.
- In all of our residential services we have a tiered management structure that is made up of a Registered Manager who is suitably qualified, experienced and found fit to practice by CQC. Below them is a Deputy Manager, Assistant Manager, Senior Social Care Workers and day and night Social Care Workers. Some of our Social Care Workers will have many years' experience in that role, while others will start their careers with us. We have a Regional Training Department whose job it is to organise and provide all staff with mandatory and needs specific training. All staff are trained in the mental health conditions of the people they are supporting. Due to the tiered management structure in all of our services all shifts have a person in charge who leads the team thus ensuring that the service is carefully managed by qualified and experienced staff at all times.
- We have our own Positive Behaviour Support Team that is made up of Clinical Psychologists and Assistant Psychologists and they are there to support the staff team by regularly reviewing the needs of all of the people we support and advising staff on the best approaches to deliver person centred support. We constantly work in close contact with Community Psychiatric Nurses, Psychiatrists and the person's GP so we can ensure we are both proactive and reactive to the person mental health needs.
- We have very comprehensive Governance within the organisation with our own Quality Team who undertake annual internal inspections and the Operations Team who do no less than monthly visits to the services to check that it is being run to the highest possible standards.

9.6 With regard to noise:-

- There is no reason to presume a care home will generate noise levels any greater than that of a large family dwelling.
- Staff shift changeovers are not noisy and simply involve people arriving at or leaving the building.
- There is no reason to presume the residents will make any specific noise but our experienced and trained staff will be on site 24 hours a day to manage any potential issues that might arise.

9.7 Having considered this information and the comments of the Environmental Health Officer the proposed use is not considered to be one that would, in principle, be inappropriate in this location. The remainder of the report considers other planning considerations.

ii. Impact on Character and Appearance of Area

9.8 The proposed building would be larger and taller than the existing bungalow. It would sit about 1m further forward on the site than the existing building, but the building line would be no further forward than The Pines to the east. It would be about 1m closer to the western boundary with The Snookers (2.5m rather than 3.5m) and about 1.5m closer to the eastern boundary with The Pines (3.5m rather than 5m).

9.9 The building has been designed to reduce/break up its mass with a relatively shallow pitched roof with hipped ends and the western element having a roof with a lower eaves and roof (7m tall compared with the main roof of 8m).

9.10 Contrasting materials are also proposed - render/timber-boarding at first floor level with facing brick below – to provide visual interest and further break up the mass of the building visually. The building would sit about 3m below the carriageway level of London Road which would reduce its visual prominence.

9.11 This part of London Road accommodates a variety of building designs, sizes and set backs from the road and for the reasons stated above it is not considered that in this context the proposed building would appear unusually large and bulky, visually incongruous or out of keeping.

9.12 The front and sides of the site would be largely taken up with hard-surfacing but this is little different from the current condition of the site. The visual impact of the bin store and parking proposed to the front of the building would be lessened by the site lying below the level of London Road.

9.13 The application has been amended in the course of its consideration to remove a single-storey element projecting to the rear. With this change it is considered that enough space is retained around the building to avoid it appearing cramped on the site.

9.14 It is concluded that while the building is significantly larger than the building it replaces it is well-designed and, for the reasons set out above, would be in sympathy with the appearance and character of the local area and in accordance with relevant development plan policies.

iii. Amenity issues for occupiers of nearby premises and future residents

Impacts on living conditions of occupiers of nearby properties

Noise, light and smoke

9.15 Comments regarding noise disturbance from occupiers and staff of the care home, and from associated vehicle movements, are considered at para 9.6 above. The Environmental Health Officer raises no objection. Air ventilation and extract systems will be designed and installed on

the basis of it being a 'big house' so there will not be any large extract plant which might generate noise. Extract fans will be of a domestic scale and will discharge via eaves vents or tile vents. The boiler will also be of a domestic scale. The kitchen extract will be via a conventional domestic scale hood that will also discharge directly to the outside. As a result, the impact of any noise generated by plant or extraction systems will be no more than any normal domestic installation.

9.16 The Environmental Health Officer noted that the designated smoking area was originally located close to the site boundary. This has been relocated further from the site's boundaries to avoid any potential problems being caused to adjacent properties from smoke/vapour.

9.17 A condition is recommended to be imposed to control external lighting to control any potentially adverse impacts on both nearby properties and on wildlife (see Section (v) Biodiversity below).

9.18 Choice run a 3 shift operation, with a morning, afternoon and night shift. Changeover times are normally between 7.00 - 8.00am and 1.00 - 2.00pm and 8.00pm – 9.00pm which should not result in disturbance to neighbours late at night or early in the morning.

Loss of sunlight/daylight

9.19 The properties which could be potentially affected in this regard are those lying either side – The Pines and The Snookers. Given the siting of the proposed building and the distance from the shared boundaries it is not considered that any unacceptable impacts will result in this regard.

Loss of privacy/overlooking

9.20 Both The Pines and The Snookers have windows at first-floor facing towards the application site. Accordingly a condition is recommended to be imposed to require the first-floor side-facing windows in the proposed building to be obscure-glazed to avoid any unacceptable overlooking.

9.21 Although the back of the proposed building is closer to the rear boundary of the site than the existing dwelling, the first-floor windows facing towards this boundary would be a minimum of about 13m from the nearest garden boundary (that of No. 47 Fletcher Gardens) with a fenced wildlife corridor in between. This exceeds the 10m minimum separation distance recommended in the Design SPD.

9.22 The rear of the building will face towards the rear of Nos. 47, 49 and 72 Fletcher Gardens. With one exception the first-floor window to window separation distance between the proposed building and these houses exceeds the 22m minimum separation distance recommended in the Design SPD. The closest rear-facing first-floor bedroom window in No. 47 Fletcher Gardens would be about 22m from the nearest facing window in the proposed building, but the two buildings lie at an oblique angle to one another and there are evergreen trees on the boundary of Holly Cottage, which would be retained, which provide a good degree of year-round screening.

9.23 Taking these matters into account it is not considered that the relationship between the proposed building and nearby houses would be unacceptably unneighbourly in terms of overlooking/loss of privacy.

Living conditions of future residents of care home

9.24 The representations received include concerns over the suitability of the proposed scheme for those who will be cared for there.

9.25 Although the applicant was satisfied that the smaller back garden area originally proposed was suitable the application has been amended in the course of its consideration, as noted above,

to increase its size. This area is well-screened and has a south-facing aspect and it is considered that it would be a pleasant, usable amenity for residents.

9.26 If any residents have limited mobility issues (there is one disabled bedroom) as part of a Disability Discrimination Act (DDA) audit of the design provision has been made for physically disabled access via the quiet lounge, on the back of the building, close to parking spaces which could be used by disabled people. These spaces are located on the flattest part of the site.

9.27 The home will have a vehicle based on site providing transport for residents, as necessary.

9.28 The London Road is a busy road but it has a wide pavement on its south side in the vicinity of the site – a footpath/cycleway – which links to bus-stops on Wokingham Road and St Marks Road. Mental Health Homes provide accommodation to people who are reasonably independent and are likely to be able to come and go, without the need for direct supervision/support from members of staff.

9.29 It is noted that there will be 'waking night staff' on the premises to assist with any issues that might arise overnight.

9.30 Whilst the concerns raised in representations concerning the living condition of future residents are noted the applicant is satisfied that this is a suitable location for the type of care home proposed, and will provide appropriate facilities, and officers are not aware of any evidence that this is not the case.

9.31 It is concluded that the proposed development would not give rise to unacceptable impacts on the living conditions of those on or in the vicinity of the site and that the application therefore is in compliance with BFBLP Policy EN20.

iv. Transportation Considerations

Access

9.32 The site takes access off London Road, a local distributor road which is subject to a 40mph speed limit.

9.33 The access will be in the same position as the existing access to Holly Cottage though it is to be improved to cater for the additional traffic generated by a residential care home, compared with a single residential property. The access is to be widened to 6m, as measured off the revised Detailed Site Layout (Drawing HC/2018/GA101/Rev A). This would enable two cars to pass at the access, which would reduce the potential for conflict along this busy road, the footway/cycleway, and the nearby junction with Nevelle Close. This wider access would also improve access for deliveries which are likely to be domestic delivery vehicles, given the scale of this development. Sight-lines of at least 2.4m by 120m can be achieved to either side of this access, in line with the speed limit.

9.34 A footway is proposed around the western side of the access, and this is welcome to assist with pedestrian access. The details of the off-site access design shown on the latest Detailed Site Layout, which will require the consent of the Highway Authority for works within the highway, require amendment. It is recommended that the detailed design of the access is secured by means of a pre-commencement planning condition covering off-site highway works.

9.35 The access would be adjacent to The Pines, a single residential property, and traffic movements (for residential properties) are generally in the order of 6 to 8 movements per day. Therefore, the potential for cars to be entering and exiting the driveway of The Pines, whilst a

pedestrian, or cyclist is waiting to enter this residential care home or vehicles are entering and exiting this residential care home is low.

9.36 The existing driveway access serving Holly Cottage is relatively steep, which is likely to affect access and access/manoeuvring within the site. It is not proposed to reduce the gradient, but the provision of the separate pedestrian route/path around the site access would minimise the potential for conflict.

9.37 The revised Detailed Site Layout shows a turning/manoeuvring area within the car park, which could accommodate a domestic delivery vehicle (online shopping vehicle, or similar). Information from the applicant states that residents are encouraged to shop for themselves, and have a designated cupboard in the kitchen for their own groceries. The revised Detailed Site Layout shows a bin store on-site within 25m of London Road which would enable collection of waste from the roadside obviating the need for a refuse vehicle to enter the site. The applicant has confirmed that refuse bins/units will be taken to the verge at the front of the site, ready for collection by a private contractor.

Parking

9.38 The Parking Standards SPD does not refer, within the section on C2 (Residential Institutions), to mental health units (MHUs). The standard for a nursing home could be applied although it is not clear to what extent the MHU staff (Registered Manager/Deputy, senior staff and care support workers) equate to the 'nursing staff' and 'associated staff' in a nursing home. If all the MHU staff are taken to be equivalent to nursing staff a total of 10 parking spaces should be provided (7 for staff and 3 visitor parking spaces - one visitor space per 4-bedsf). Thus, the provision of 8 parking spaces would be 2 spaces below the parking standards.

9.39 Information supplied by the applicant for the proposed MHU suggests that during a typical day time shift there would be 7 no staff on site comprising the Registered Manager/Deputy, 1/2 senior staff and 5/4 care support workers. If the Manager/Deputy and senior staff are taken to equate to 'nursing staff' and the care support workers 'associated staff' then applying the Parking Standards staff parking would be between 4 (2+2) and 5 (3+2) plus 3 for visitors = 8 spaces.

9.40 The applicant has provided information on parking provision, employee numbers (per shift), and staff travel for existing Choice homes (who are the intended occupier of this site) and this indicates that similar homes providing for mental health service users, situated in urban areas, have an average of 6 car parking spaces.

9.41 The applicant has indicated that based on experience from Choice homes, there are likely to be 7 no. staff on site during the course of the day, including 6 no. staff arriving at 7am to carry out the early shift (7am to 3pm), and then 6 no. staff arriving at 2.30pm for the late shift (2.30pm to 10pm). Also, there would be a Manager /Deputy working normal office hours (8.30am-5.30pm, Monday to Friday). It is intended that there would be 2 no. staff arriving at 9.30pm to carry out an overnight shift (9.30pm to 7.30am).

9.42 The applicant's data for MHUs it operates in urban areas indicates that around 50% of the on-site workforce walk, cycle, or use public transport to get to work. This suggests that only some 4 no parking spaces (50% of 7) would be required for staff. The Detailed Site Layout shows a cycle store providing 10 no. cycle spaces, which exceeds the Council's parking standards (which would be likely to require 4 spaces), and a motorcycle store.

9.43 The applicant has indicated that a vehicle to be used for providing transport for the residents would be based on the site. This will take up a space when it is parked on site.

9.44 With regard to visitors, information from existing units provided by the applicant suggests that the number of visitors to homes, within any given day, is very modest. Visits can take various forms, but principally they are by Head Office or Regional Office staff, professionals (medical) or

residents' family and friends. Normally office staff visits are fairly short in duration, and with Holly Cottage being close to the applicant company's headquarters, these types of visits are likely to be fewer than some other homes and/or the Home Manager/staff will visit the HQ instead. Similarly Medical Professionals have a routine that tends to require minimal time spent at the homes, so for a 12 bed home, a time period of no more than 1 hour would be the normal anticipated duration.

9.45 The number and duration of visits from family and friends depends on the individual resident. There could be half-day visits, if the resident is taken out for a trip, or short drop-in visits. Overall, however, as stated above the evidence from other homes run by the applicant suggests that there are not significant numbers of visits in the vast majority of the homes.

9.46 In the light of the above, the provision of 8 parking spaces, as shown on the revised Detailed Site Layout would be considered acceptable. A planning condition to restrict the use of the site to the type of facility proposed is recommended to support the parking provision.

9.47 Parking spaces 1, 2, and 8 are in tandem. However, the applicant has indicated that the nature of these sites enables such an arrangement to be workable, and managed. The parking spaces are to be unallocated which would provide flexibility particularly during changeover of staff shifts.

9.48 The standard parking spaces are shown on the revised Detailed Site Layout as 2.5m by 5m, which slightly exceeds the Council's requirements and 2 no. disabled spaces are proposed measuring 3.6m by 5m, in line with requirements. Also, 6m of access/manoeuvring space is provided.

9.49 There are double yellow lines restricting parking at all times along London Road. Concern has been expressed that over-spill parking may likely to occur in Nevelle Close, which is a private road, or other nearby streets. However, the parking provision is close to the parking standards, and has been justified with evidence. Thus, it is considered that acceptable parking is proposed, which would avoid over-spill parking off-site.

Trips

9.50 Trip rates for C2 use accommodation (covering specific conditions, rather than elderly care homes) obtained from a database of surveys across the UK (TRICs) indicates an average trip rate of 2 trips per resident (including staff, visitors, and deliveries) is likely to occur. Thus, a 12-bed care home could generate 24 two-way trips per day.

9.51 The applicant's Additional Information notes, 'from our extensive experience at similar care homes, it is anticipated that many staff will walk, cycle, car share or take public transport'. As mentioned, the applicant has provided data which indicates that around 50% of the on-site workforce at existing sites walk, cycle or use public transport. This site is within an accessible walking distance of a bus stop/route providing bus access to the site by staff and visitors. Also, there are lit footways and cycle-ways serving the site.

9.52 A first principles approach to the likely traffic generation per day indicates that there could be 30 two-way trips per day by staff though not all trips would be by car. Also, there would be some additional trips by residents' visitors, and visiting staff.

9.53 Construction traffic, including site deliveries and contractor parking could be dealt with via planning condition.

Conclusion on highway matters

9.54 The Highway Authority has no objection and recommends that this planning application is approved, subject to suggested planning conditions and a travel plan (secured by s106).

v. Biodiversity

Background

9.55 The Preliminary Ecological Appraisal (PEA) prepared by ECOSA shows that the site comprises a house and outbuildings with areas of grassland, shrubs and hardstanding and outlines requirements for further survey, mitigation and enhancement. The survey has shown that there is evidence of bats within the house and makes a recommendation for further survey comprising three emergence and/or re-entry surveys as per Bat Conservation Trust survey guidelines (2016). The survey has shown the presence of a badger run on the rear boundary and makes recommendations for avoiding impacts during demolition and construction. The habitats on site may support nesting birds and recommendations to avoid impacts are made. The subsequent Ecological Assessment sets out the findings of a further bat survey, showing that Holly Cottage acts as a day roost for small numbers of long-eared and pipistrelle bats, and sets out an outline of mitigation and enhancement measures for the site.

Comments

9.56 The bat survey has been carried out by appropriately qualified ecologists in accordance with good practice guidance. The Ecological Assessment includes a recommendation that a European Protected Species mitigation licence is required for the lawful demolition of Holly Cottage. The outline mitigation and enhancement measures proposed are appropriate for the roosts recorded and sufficient to demonstrate how the 'favourable conservation status' licensing test (as set out in the Habitat Regulations 2017) could be met; the details of a bat mitigation plan should be secured by a condition if the local authority are minded to grant consent. The Ecological Assessment provides no information on how the proposals would meet the 'No Satisfactory Alternative' and Imperative reasons of overriding public interest' licensing tests; however, it is considered that these tests could be addressed and likely therefore that a licence would be granted by Natural England. The report identifies the potential for lighting to adversely affect bats and states that a sensitive lighting scheme will be designed. Such measures are acceptable and the details of a lighting scheme should be secured as a condition of consent if granted.

9.57 The report identifies the presence of a badger run beyond the site's southern boundary and concludes that the disturbance of badgers could occur during development works. As originally submitted the Ecological Assessment contained a lack of clarity about the long-term approach to the management of the southern boundary which was of concern as there is potential for badgers to be disturbed whilst the building is in operation and during construction. The management of the southern boundary adjacent to the badger run is crucial for the long and short term impacts of the proposals.

9.58 A revised impact assessment was submitted and the Council's Biodiversity advisor considers that this covers the omissions/inconsistencies in the draft version and he is satisfied that the badger mitigation approach will adequately address potential impacts during construction and in the longer term. Appropriate planting along the southern boundary and sensitive lighting will be key to avoiding adverse impacts in the longer term. Evergreen planting is suggested in the ecological survey report which is agreed with. Mitigation measures during construction, planting and sensitive lighting should be secured through conditions.

vi. Thames Basin Heaths Special Protection Area (SPA)

9.59 The Council, in consultation with Natural England, has formed the view that any net increase in residential development between 400m and 5km straight-line distance from the Thames Basin Heath Special Protection Area (SPA) is likely to have a significant effect on the integrity of the SPA, either alone or in-combination with other plans or projects. An Appropriate Assessment has been carried out including mitigation requirements.

9.60 This site is a care facility but it will be for people who will be active and have the ability to go to the SPA.

9.61 This site is located approximately 3.75 km from the boundary of the SPA and therefore is likely to result in an adverse effect on the SPA, unless it is carried out together with appropriate avoidance and mitigation measures.

9.62 An Appropriate Assessment has been carried out for this development in accordance with the Habitats Regulations 2017. Without any appropriate avoidance and mitigation measures the Appropriate Assessment concludes that the development is likely to have a significant effect upon the integrity of the SPA with the result that the Council would be required to refuse a planning application.

9.63 Provided that the applicant is prepared to make a financial contribution towards the costs of SPA avoidance and mitigation measures, the application will be in accordance with the SPA mitigation requirements contained in the relevant policies.

9.64 The Council is therefore convinced, following consultation with Natural England, that the above measures will prevent an adverse effect on the integrity of the SPA. Pursuant to Article 6(3) of the Habitats Directive (Council Directive 92/43/EEC) and Regulation 61(5) of the Conservation of Habitats and Species Regulations (2017), and permission may be granted.

vii. Waste and recycling

9.65 A bin store is proposed on the front of the site, close to London Road. It has been designed in consultation with Biffa, the refuse contractor for the applicant. Collection is likely to be from London Road, as at present.

viii. Community Infrastructure Levy (CIL)

9.66 The site lies within the CIL Northern Parishes charging zone. The proposal is CIL liable as it comprises residential care accommodation.

10. CONCLUSION

10.1 This application has attracted a large number of objections raising a number of matters material to its consideration which this report has sought to address. Both the scale of the building proposed, and its use, have led to concerns about possible adverse impacts on living conditions of those living adjacent to the site, and further afield, and future residents. These have been carefully considered but it is concluded that any harm arising would not be so great as to justify refusing the application.

10.2 The new building is materially larger than the building it replaces but it is not taller than nearby buildings and has been designed so as to break up its mass visually. It is also sited on land which lies below the level of London Road which reduces the building's visual impact. There is a separation of more than 2m on both side boundaries and with the reduction in its floorspace, negotiated in the course of the consideration of the application, it is not considered to be an overly-cramped development. Overall it is not considered that it will appear out of keeping in the context of the varied streetscene along this part of London Road.

10.3 Car parking is always a matter of concern in relation to proposals of this nature. None of those living in the care home will be using a car but adequate provision needs to be provided on the site for staff and visitors. The applicant has provided information on how similar homes in

built-up areas operate and on the basis of this your officers are satisfied that the amount of car parking proposed is adequate and will not give rise to pressures for parking off-site.

10.4 If occasions were to arise when all marked-up spaces are filled there is sufficient hardstanding area within the site to accommodate 'overflow'/double parking provision. The applicant states that this could be managed, as in other similar homes, on an 'as and when needed' basis by the Home Team as each Visitor is required to sign in and out of the home and disclose their car registration number if they are parked on site.

10.5 Finally the site is bounded by a wildlife corridor. The Council's Biodiversity consultant has confirmed that he is satisfied that the mitigation proposed in relation to this, and other biodiversity matters, will adequately address potential impacts during construction and in the longer term.

10.6 Subject to the completion of a s106 agreement to secure SPA mitigation and a travel plan the application is therefore recommended for conditional approval.

11. RECOMMENDATION

Following the completion of planning obligations under Section 106 of the Town and Country Planning Act 1990 relating to:-

- SPA mitigation measures
- securing a travel plan with associated fees and deposit payments

the Head of Planning be authorised to **APPROVE** the application subject to the following conditions amended, added to or deleted as he considers necessary:-

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

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

02. The development hereby permitted shall be carried out only in accordance with the following approved plans and other submitted details:-

HC/2018/Block Rev C: Proposed block plan

HC/2018/GA101 Rev A: Detailed site layout (NB off-site highway works not approved)

HC/2018/GA102: Ground floor plan

HC/2018/GA103: First floor plan

HC/2018/GA104 and 105: Proposed elevations

HC/2018/GA106 and 107: Roof plans

HC/2018/GA108, 109 and 110: Cross sections

HC/2018/GA007 Rev B: Existing and proposed site cross sections.

REASON: To ensure that the development is carried out only as approved by the Local Planning Authority.

03. The building hereby permitted shall be used as a mental health unit for up to 12 service users and for no other purpose (including any other purpose in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

REASON: To ensure that the development is carried out only as approved by the Local Planning Authority.

04. No superstructure works shall be commenced until all outstanding details of external materials 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: In the interests of the visual amenities of the area.

[Relevant Plans and Policies: BFBLP EN20, CSDPD CS7]

05. The first-floor side-facing windows in the east and west facing elevations shall not be glazed at any time other than with a minimum of Pilkington Level 3 obscure glass (or equivalent). They shall at all times be fixed with the exception of a top hung openable fanlight.

REASON: To prevent the overlooking of neighbouring properties.

[Relevant Policies: BFBLP EN20]

06. The development hereby permitted shall not be begun until a scheme has been submitted to and approved in writing by the Local Planning Authority for off site highway works including the alteration of the junction on to London Road.

The building provided by the carrying out of the development shall not be occupied until the off site highway works have been completed in accordance with the scheme.

REASON: In the interests of highway safety.

[Relevant Policy: BFBLP M4]

07. The building hereby approved shall not be occupied until means of pedestrian and vehicular access to it have been constructed in accordance with the approved drawings.

REASON: In the interests of highway safety.

[Relevant Policies: Core Strategy DPD CS23]

08. The building hereby approved shall not be occupied until the associated vehicle parking and turning space has been surfaced and marked out in accordance with the approved drawings. The spaces shall thereafter be retained and not used for any purpose other than parking and turning.

REASON: To ensure that the development is provided with adequate car parking to prevent the likelihood of on-street car parking which would be a danger to other road users.

[Relevant Policies: BFBLP M9, Core Strategy DPD CS23]

09. The building hereby approved shall not be occupied until associated approved cycle parking facilities have been provided in accordance with the approved drawings. The facilities shall be retained as approved.

REASON: In the interests of accessibility of the development to cyclists.

[Relevant Policies: BFBLP M9, Core Strategy DPD CS23]

10. No development shall take place until a scheme has been submitted to and approved in writing by the Local Planning Authority, to accommodate:

- (a) Parking of vehicles of site personnel, operatives and visitors
- (b) Loading and unloading of plant and vehicles
- (c) Storage of plant and materials used in constructing the development
- (d) Wheel cleaning facilities
- (e) Temporary portacabins and welfare for site operatives

and each facility shall be retained throughout the course of construction of the development, free from any impediment to its designated use. No other areas on the site, other than those in the approved scheme shall be used for the purposes listed (a) to (e) above.

REASON: In the interests of amenity and road safety.

11. All existing trees, hedgerows and groups of mature shrubs shown to be retained on the approved drawings shall be protected by 2.3m high (minimum) protective barriers, supported by a metal scaffold framework, constructed in accordance with Section 9 (Figure 2) of British Standard 5837:2005, or any subsequent revision. The development shall be carried out in accordance with the approved drawings.

REASON: In the interests of safeguarding the long term health and survival of retained trees, hedges and other vegetation considered worthy of retention.

[Relevant Policies: BFBLP EN1 and EN20, CSDPD CS7]

12. All planting comprised in the approved soft landscaping works shall be carried out and completed in full accordance with the approved scheme, in the nearest planting season (1st October to 31st March inclusive) to the completion of the development or prior to the occupation of any part of the approved development, whichever is sooner. All approved hard landscaping works shall be carried and completed prior to the occupation of any part of the approved development. As a minimum, the quality of all hard and soft landscape works shall be carried out in accordance with British Standard 4428:1989 'Code Of practice For General Landscape Operations' or any subsequent revision. All trees and other plants included within the approved details shall be healthy, well formed specimens of a minimum quality that is compatible with British Standard 3936:1992 (Part 1) 'Specifications For Trees & Shrubs' and British Standard 4043 (where applicable) or any subsequent revision. Any trees or other plants which within a period of 5 years from the completion of the development, die, are removed, uprooted, are significantly damaged, become diseased or deformed, shall be replaced during the nearest planting season (1st October to 31st March inclusive) with others of the same size, species and quality as approved.

REASON: In the interests of bio-diversity and visual amenity of the site
[Relevant Plans and Policies: CSDPD CS1, CS7]

13. The building hereby permitted shall not be occupied until external site lighting has been provided in accordance with a scheme which has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the lighting units, levels of illumination and hours of use. No lighting shall be provided at the site other than in accordance with the approved scheme. The development shall be carried out in accordance with the approved scheme.

REASON: In the interests of the amenity of neighbouring properties and biodiversity.
[Relevant Policies: BFBLP EN20 and EN25]

14. The building hereby permitted shall not be occupied until a scheme of means of enclosure has been implemented in accordance with details which have been submitted to and approved in writing by the Local Planning Authority. The means of enclosure contained in the approved scheme shall thereafter be retained.

REASON: In the interests of the visual amenities, residential amenity and biodiversity.
[Relevant Plans and Policies: BFBLP EN20, Core Strategy DPD CS1 and CS7]

15. The development hereby permitted shall be carried out in accordance with the mitigation measures contained in the Holly Cottage, London Road, Binfield: Ecological Assessment (ECOSA September 2018).

REASON: In the interests of biodiversity.
[Relevant Plans and Policies: Core Strategy CS1]

16. No demolition or construction work shall take place outside the hours of 08:00 and 18:00 Monday to Friday; 08:00 and 13:00 Saturday and not at all on Sundays or Public Holidays.

REASON: In the interests of the amenities of the area.

17. Bin storage shall be provided in accordance with details to be submitted to and approved in writing by the Local Planning Authority before the building is occupied and shall thereafter be retained available for use.

REASON: To ensure the provision of satisfactory waste collection facilities in the interests of amenity.

18. The development hereby permitted (including any demolition) shall not be begun until details of a scheme (Working Method Statement) to control the environmental effects of the demolition and construction work has been submitted to and approved in writing by the Local Planning Authority, The scheme shall include:-

- (i) specifications of control of noise arrangements for construction and demolition.
- (ii) methodology of controlling dust, smell and other effluvia

- (iii) site security arrangements including hoardings
- (iv) proposed method of piling for foundations
- (v) construction and demolition methodology
- (vi) construction and demolition working hours
- (vii) hours during the construction and demolition phase, when delivery vehicles or vehicles taking materials are allowed to enter or leave the site.

The development shall be carried out in accordance with the approved scheme.

REASON: In the interests of the amenities of the area.

[Relevant Plans and Policies: BFBLP EN25]

Informatives

01. The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.

Should the applicant fail to complete the required S106 agreement by 31st January 2019 the Head of Planning be authorised to REFUSE the application for the following reasons:-

1. The occupants of the development would put extra pressure on the Thames Basin Heaths Special Protection Area and the proposal would not satisfactorily mitigate its impacts in this respect. In the absence of a planning obligation to secure suitable avoidance and mitigation measures and access management monitoring arrangements, in terms that are satisfactory to the Local Planning Authority, the proposal would be contrary to Policy NRM6 of the South East Plan, Policy EN3 of the Bracknell Forest Borough Local Plan, Policy CS14 of the Core Strategy Development Plan Document and the Thames Basin Heaths Special Protection Area Avoidance and Mitigation Supplementary Planning Document (2012).

2. In the absence of a planning obligation to secure a travel plan with associated fees and deposit payments the proposal would not cater satisfactorily for the needs of pedestrians, cyclists and vehicle users to the detriment of road safety and sustainable development and would therefore be contrary to Policy M4 of the Bracknell Forest Borough Local Plan, Policies CS1, CS23 and CS24 of the Core Strategy Development Plan Document and Policy TC1 of the Binfield Neighbourhood Plan.