

A04

F/TH/16/1114

PROPOSAL: Erection of a 32no. bed annexe to care home together with service road and parking

LOCATION: Yoakley House Drapers Close MARGATE Kent CT9 4AH

WARD: Salmestone

AGENT: HMY LLP

APPLICANT: Michael Yoakley Charity

RECOMMENDATION: Approve

Subject to the following conditions:

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

GROUND:

In accordance with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Purchase Act 2004).

- 2 The proposed development shall be carried out in accordance with the submitted application as amended by the revised drawings numbered 1841 016 Rev P2 and 1841 017 Rev P2, received 21 December 2016, the revised drawings numbered 1841 020 Rev P2, 1841 010 Rev P2, and 1841 011 Rev P2, received 04 October 2016, and the submitted drawings numbered 1841 012 Rev P1, 1841 013 Rev P1, and 1841 015 Rev P1, received 11 August 2016.

GROUND:

To secure the proper development of the area.

- 3 No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of:
 - (i) archaeological field evaluation works in accordance with a specification and written timetable which has first been submitted to and approved in writing by the Local Planning Authority; and
 - (ii) following on from the evaluation, any safeguarding measures to ensure preservation in situ of important archaeological remains and/or further archaeological investigation and recording in accordance with a specification and timetable which has been submitted to and approved in writing by the Local Planning Authority.

GROUND:

To ensure that features of archaeological interest are properly examined and recorded in accordance with the advice contained within the National Planning Policy Framework.

- 4 Prior to the first occupation or use of the development, the area shown on the deposited plan for the parking, loading/unloading and manoeuvring of vehicles shall be operational prior to any part of the development hereby approved being brought into use. The area agreed shall thereafter be maintained for that purpose.

GROUND:

In the interests of highway safety

- 5 Prior to the first use of the development hereby permitted, the vehicular access and 2m wide footpath and footpath link into Drapers Close, as shown on the approved plans numbered 1841 022 Rev P2, and 1841 020 Rev P2, shall be completed and thereafter maintained (this must include the cutting back of the existing hedges as shown on the approved plan).

GROUND:

In the interests of highway safety and sustainability.

- 6 Prior to the first use of development hereby permitted, details of secure cycle parking facilities, to include a minimum of 6no. cycle parking spaces, shall be submitted to and approved in writing by the Local Planning Authority. The cycle parking spaces shall be provided in accordance with the approved plans and thereafter maintained.

GROUND:

In the interests of promoting increased cycling in accordance with Policy TR12 of the Thanet Local Plan.

- 7 Prior to the commencement of development hereby permitted, construction vehicle loading/unloading and turning facilities, and parking facilities for site personnel and visitors, shall be provided on site and for the duration of construction.

GROUND:

In the interests of highway safety.

- 8 No development shall take place until a drainage strategy detailing the proposed means of foul disposal and a implementation timetable, has been submitted to and agreed in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved scheme and timetable and thereafter maintained.

GROUND:

To prevent pollution in accordance with the National Planning Policy Framework.

- 9 Prior to the first use of the development hereby approved, full details of both hard and soft landscape works, to include:
- o species, size and location of new trees, shrubs, hedges and grassed areas to be planted
 - o the treatment proposed for all hard surfaced areas beyond the limits of the highway, which shall be permeable, and shall be a material other than tarmac for the internal footpaths within the site
 - o walls, fences, other means of enclosure proposed
 - o the ecological enhancement measures as shown within the indicative Proposed Landscape Strategy

shall be submitted to, and approved in writing by, the Local Planning Authority.

GROUND:

In the interests of the visual amenities of the area and to adequately integrate the development into the environment in accordance with Policies D1 and D2 of the Thanet Local Plan

- 10 All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the of any part of the development, or in accordance with a programme of works to be agreed in writing with the Local Planning Authority. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of a similar size and species, unless the Local Planning Authority gives any written consent to any variation.

GROUND:

In the interests of the visual amenities of the area in accordance with Policies D1 and D2 of the Thanet Local Plan

- 11 (i) Development shall not begin until a detailed sustainable surface water drainage scheme for the site has been submitted to (and approved in writing by) the local planning authority. The detailed drainage scheme shall demonstrate that the surface water generated by this development (for all rainfall durations and intensities up to and including the climate change adjusted critical 100yr storm) can be accommodated and disposed within the curtilage of the site through appropriately designed and constructed sustainable drainage features.

(ii) No building hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved in writing by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- i) a timetable for its implementation, and
- ii) a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by

any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage system throughout its lifetime.

GROUND:

To ensure that the principles of sustainable drainage are incorporated into this proposal, to reduce the risk of on/off site flooding and to ensure ongoing efficiency of the drainage provisions, in accordance with the NPPF.

- 12 No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the local planning authority (in consultation with the Environment Agency); this may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

GROUND:

To protect vulnerable groundwater resources and ensure compliance with the National Planning Policy Framework.

INFORMATIVES

It is the responsibility of the applicant to ensure, before the development hereby approved is commenced, that all necessary highway approvals and consents here required are obtained and that the limits of highway boundary are clearly established in order to avoid any enforcement action being taken by the Highway Authority.

The applicant/developer should enter into a formal agreement with Southern Water to provide the necessary sewerage infrastructure required to service this development. The applicant/developer should contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire SO21 2SW (Tel: 0330 303 0119) or www.southernwater.co.uk in order to progress the required infrastructure.

A formal application to requisition water infrastructure is required in order to service this development. Please contact Southern Water's Network Development Team (Wastewater) based at Atkins Ltd, Anglo St James House, 39a Southgate Street, Winchester, SO23 9EH (tel 01962 858688) or www.southernwater.co.uk

The applicant is reminded that, under the Wildlife and Countryside Act 1981, as amended (section 1), it is an offence to remove, damage or destroy the nest of any wild bird while that nest is in use or being built. Planning consent for a development does not provide a defence against prosecution under this act. Trees and scrub are likely to contain nesting birds between 1st March and 31st August inclusive. Trees and scrub are present on the application site and are to be assumed to contain nesting birds between the above dates, unless a recent survey has been undertaken by a competent ecologist to assess the nesting bird activity on site during this period and has shown it is absolutely certain that nesting birds are not present.

SITE, LOCATION AND DESCRIPTION

The site lies to the south of Yoakley House, which is a care home for short and long term care, and to the east of the QEQM Hospital. To the north of Yoakley House are Grade II listed almshouses, and part of the listed wall also extends along the rear boundary of Yoakley House, which forms the northern boundary of the application site. The site is accessed from Drapers Close, and there is a public footpath running along the western boundary of the application site and the hospital carpark. The application site itself is currently open and comprises scrubland.

The site lies within an area designated within the Thanet Local Plan as a hospital expansion site. Part of the site also falls within the Green Wedge.

PLANNING HISTORY

L/TH/16/1115 - Application for listed building consent for insertion of gate into boundary wall
- Granted - 17 November 2016

PROPOSED DEVELOPMENT

The application is for a single storey rear extension to the existing care home to provide an additional 32no. bedrooms, which would be used to provide short-term care with nursing. The annex would also include ancillary facilities and services associated with the proposed use, such as offices, storage area, lounge, laundry, kitchen and staff room. It is also proposed to extend the access road and provide an additional carpark accommodating 21no. staff car parking spaces and 2no. disabled parking spaces, along with a drop off and turning area for emergency vehicles. Extensive soft landscaping is also proposed.

PLANNING POLICIES

D1 - Design
CC5 - Green Wedges
TR12 - Cycling
TR16 - Car Parking provision
CF4 - QEQM Hospital, Margate

NOTIFICATIONS

Neighbouring occupiers have been notified and a site notice posted. No letters have been received.

CONSULTATIONS

KCC Highways and Transportation - I confirm that subject to safeguarding conditions I would raise no objection on behalf of the local highway authority.

Initial comments

I refer to the above planning application and in order that I may fully assess the highway

implications I shall require further information in respect of:-

1. Currently it appears pedestrians are required to access the site via the 4 metre wide access road, sharing with motor vehicles. I cannot see any alternative pedestrian access routes, although there is an existing public right of way (PROW) running along the western boundary of the site. An access may be possible to connect into the existing PROW, and we would suggest that the applicant contacts our PROW team to discuss a new connection into the site.

2. The width of the access road is very limited and does not allow sufficient space for 2 vehicles to pass safely, with the exception of the additional width proposed in front of the new parking bays. When manoeuvring out of the proposed parking spaces along the access road visibility is very limited, which could lead to possible collisions with vehicles entering the access road. The issues above could be resolved if the existing wall and hedge could be taken back by approximately 2 metres on the eastern side of the access, near the proposed new parking bays and perhaps install a new footway link into the site to connect into existing facilities in Drapers Close via new pedestrian dropped kerbs. This would provide a safe pedestrian facility, and improve visibility at the junction with Drapers Close. Due to the narrow width of the access road a footway along the length of the road to the proposed annexe would also be positively viewed.

3. The swept path analysis submitted within the transport assessment demonstrates that a refuse vehicle can safely enter, and turn on site. It is not clear what size refuse vehicle has been used for the swept path analysis. For a development of this size we would expect a swept path analysis to be carried out using an 11.2 metre long refuse vehicle. This will allow me to determine if the site is accessible for the largest size refuse collection vehicle used in Kent.

KCC Sustainable Urban Drainage - The application form states that the surface water generated by these proposals will be disposed of via soakaway. The application is also accompanied by a 'drainage layout' drawing that depicts a network that discharges to a series of attenuated soakaways within the site's boundaries. Although this preliminary design is based on assumed infiltration rates, we acknowledge that the underlying geology is likely to be of sufficient permeability for infiltration to be used and that the presented strategy is therefore likely to be feasible.

At the detailed design stage we would expect the applicant to submit a more detailed drainage statement along with a detailed design that demonstrates that this development's surface water runoff can be accommodated and disposed of within the site's boundaries. The design of the SuDS scheme should be based upon the results of site-specific permeability testing and it should be capable of accommodating the critical, climate change adjusted 100yr rainfall event without flooding. The half-drain time of the system should also be less-than 24 hours (to ensure subsequent rainfall events can be accommodated).

The ongoing maintenance of the system should also be considered at the detailed design stage, with the responsibilities for each part of the system clearly identified. Safeguarding conditions are recommended.

Southern Water - The results of an initial desk top study indicates that Southern Water cannot currently accommodate the needs of this application without the development providing additional local infrastructure. The proposed development would increase flows into the wastewater sewerage system and as a result increase the risk of flooding in and around the existing area, contrary to paragraph 109 of the National Planning Policy Framework.

Should the Local Planning Authority be minded to approve the application, Southern Water would like a safeguarding condition to be attached to any permission.

KCC Biodiversity - We have reviewed the updated information in support of this application and we advise that sufficient information has been provided to determine the planning application. Therefore, we require no additional information.

A reptile survey has been undertaken with no reptiles being found. Therefore, no further actions are necessary. As ground nesting birds may use the site, a safeguarding condition and informative are suggested.

KCC Accommodation - Commissioning Officer -We don't have a need for additional residential care in the area and are unable to provide block contracts for short term care so we cannot guarantee use of the service. However, we recognise that this type of service is available in other areas and is used by the CCG and acute service to help with discharge from hospital and clearing blocked beds prior to appropriate assessment.

We would not be able to contract directly for the service but feel that it would be a benefit to the area if the Thanet Clinical Commissioning Group and acute trust are in agreement. We believe it would free up other provision in the area for KCC use. We can support the provision if it is used as set out for short term integrated care.

KCC Archaeology - The area is rich in archaeology and important remains were found in development to the south. The potential for prehistoric, Roman and Saxon remains is particularly high. We have advised conditions with respect to development on adjacent sites and possibly this one in the past and I would recommend that the following for evaluation to be followed by further mitigation in the form of preservation and/or investigation be attached to any forthcoming consent. It would be preferable for the evaluation to take place as far in advance of building as possible in order that any preservation or investigation measures can be fully taken into account as design progresses.

Conservation Officer - No objections

COMMENTS

This application is brought before members as a departure to Policy CF4 of the Thanet Local Plan.

Principle of Development

The application site is located within an area allocated in the Thanet Local Plan for the expansion of the hospital (Policy CF4). The policy states that no development, other than that for the expansion of the hospital, will be permitted.

Part of the application site also falls within the green wedge (Policy CC5). Within the green wedge new development is not permitted unless it can be demonstrated that the development is not detrimental or contrary to the stated aims of the policy, which include serving as a barrier to the further outward growth and coalescence of Thanet's urban areas, preventing the consolidation of development on the boundaries between the built-up areas of the towns and open countryside of the wedges, to conserve and protect the essentially rural and unspoilt character and distinctive qualities of the countryside that separates the urban areas, and to prohibit all but essential development and other development which does not detract from the character and appearance of the area.

Loss of hospital expansion site

The site has been allocated for the expansion of the hospital on the basis of evidence that was previously submitted by the hospital as part of the 2006 Local Plan stating that land for future expansion was required.

The East Kent Hospitals University NHS Foundation Trust have recently been in contact with the Council's Strategic Planning team and have advised that they have sold 1 acre of their land to Yoakley House for them to use for the extension of the care home, and that they no longer require this part of the land (application site) for hospital expansion use, as any reconfigurations will happen within the site itself (alongside the remaining allocated CF4 land). On this basis the Local Plans team are considering whether to remove the application site from the allocation within the emerging new local plan.

In terms of the proposed use, the intention of the applicant is to provide short term care that can help to support the hospital by offering rehabilitation facilities and respite care for patients who would otherwise require hospital care. This will help to reduce the demand for bed space within the hospital.

Supporting letters have been submitted as part of the application submission from East Kent Hospital and the Thanet Clinical Commissioning Group. The letter from the CCG generally supports the proposed development, which provides a move to integrated community care. The letter from the Chief Executive of the East Kent Hospitals University NHS Foundation Trust, which is dated 26 May 2016, comments that the 'proposed facility unequivocally supports the strategic aims of the wider local health economy and the national Department of Health policies to improve integration of health and social care service provision. Such a facility would greatly enhance the integrated provision of health and social care services and would provide additional, much needed intermediate care and rehabilitation beds for the people of Thanet'. The letter further confirms that 'the sale of this piece of land (to Yoakley House) in no way hampers planned growth for the QEQM hospital site as the Trust has enough additional land adjacent to the rear of Yoakley Care and the staff residences to accommodate future development'.

As part of this application the Commissioning Officer at KCC has commented that whilst they don't have a need for additional residential care in the area, they recognise that this type of service is available in other areas and is used by the CCG and acute service to help with discharge from hospital and clearing blocked beds prior to appropriate assessment. As such they consider that the proposed use would be a benefit to the area if the CCG and acute trust are in agreement, as it could help to free up other provision in the area for KCC use. The agent has confirmed that the annexe would be for short-term stays of no longer than 6 weeks, and that nursing care as well as residential care will be provided, with placement by the CCG welcomed.

On the basis that the hospital no longer requires the application site for expansion, and the hospital, KCC and the CCG are in support of the application, it is considered that the principle of development is acceptable as a departure to Thanet Local Plan Policy CF4.

Impact on green wedge

No part of the new annexe building falls within the green wedge area. The only part of the application site falling within the green wedge is the new staff parking area, and turning area for emergency vehicles, and the external amenity/landscaped space. It is therefore considered that the proposed development would not conflict with aims 1 and 2 of Policy CC5, which seeks to prevent any further outward growth, however, consideration needs to be given as to whether the proposed works would impact upon the character and appearance of the area.

Character and Appearance

The proposed extension is located to the rear of the existing care home. The development will be connected to the existing care home via a link corridor, but it will also be possible to be independently accessed from the east from the proposed car park.

The extension is single storey in height, with the design including 5no. pitched roof buildings, and a further monopitch building that are staggered in their layout, but which are internally linked via a corridor, namely the circulation spine. Four of the pitched roof buildings accommodate 8no. bedrooms each, with the fifth pitched roof building and monopitch building closest to the car park accommodating the offices, kitchen and communal space. The buildings have been designed so that at each of their ends are brick gable parapet walls, which responds to the 'dutch' gable design and chimneys on the existing listed almshouses. The design of the extension, and its relationship with the existing building and nearby listed buildings is considered to be acceptable.

The staggered layout allows for courtyard gardens to be provided between each of the blocks, providing amenity space for residents, but also visual relief in the scale of the development. The closest building to the hospital carpark is set 6m from the boundary, with the second building set away from the boundary by a minimum of 22m. Whilst each of the buildings is quite deep at approximately 21m, they have eaves of only 2.8m, rising to a ridge height of 7m, and therefore given the hedging and other landscaping proposed along the boundary, the distance between the development and the boundary, and the low eaves

height, it is mainly only the pitched roofs of the buildings that will be visible from the surrounding area. The only exception is the monopitch roof extension, which accommodates the lounge. This part of the extension is closest to the green wedge, and will be the only likely visible part of the extension from St.Peters Road. The original plans showed the outward facing wall constructed of brick, with 4no. first floor windows. Amended plans have since been submitted showing the first floor element of the extension constructed using tile hanging, and 2no. windows much smaller than those within the original plans. Given these alterations, which minimise the impact of the extension by reducing the dominance of the first floor element of the building, the impact upon the character and appearance of the surrounding area is considered to be acceptable.

The proposed extension is located south of the listed wall, however no alterations are proposed to the wall other than the insertion of a gate to provide access between the existing courtyard garden associated with the existing care home and the proposed courtyard garden associated with the proposed extension. The Conservation Officer has raised no objections to these works, and listed building consent has been granted. The impact upon the designated heritage asset is therefore considered to be acceptable and in accordance with the NPPF.

The main parking area and landscaping fall within the area designated as green wedge. These areas will remain open in character, and will therefore not significantly detract from the open rural character of the green wedge. An illustrative landscape strategy plan has been submitted, which indicates where landscaping is proposed within the site, although not to a detailed degree. New trees are proposed within the amenity space along with a new native hedge around the boundary of the site, which will help to soften the appearance of the development. A condition requiring a detailed landscaping plan to be submitted prior to occupation is recommended, however, the principle of the landscaping strategy as illustrated is considered to be acceptable.

An additional parking area is proposed opposite the existing car park, on an existing grassed area. This area is often used as an overflow carpark, as viewed when visiting the site, and therefore the formalisation of this area as designated parking is considered to be acceptable, especially given the partial retention of the hedge around the proposed parking area.

It is therefore considered that the buildings are of good design, well related to the design of the existing buildings, and their layout and landscaping will result in a development of an acceptable scale and appearance that is not considered to detract from the character and appearance of the area, or conflict with the objectives of the green wedge policy.

Living Conditions

There are no nearby existing residential properties, so the impact upon neighbouring living conditions is acceptable. With regards to the future residents of the facility, 13m is proposed between bedroom windows, along with areas of external amenity space that could be used by the occupants. Given that the proposal is for short term care only, there will be no long term impact on living conditions. As such the impact on living conditions is likely to be considered acceptable.

Highway Safety

The proposal involves the provision of a new staff parking area containing 21no. parking spaces and 2no. disabled parking spaces, a separate parking area containing 9no. visitor parking spaces, and a drop-off and turning area for emergency vehicles.

KCC Highways and Transportation advised that the pedestrian routes into the site needed improvement, the access road need widening in order for the two cars to pass safely, and evidence needed to be submitted to prove that a refuse/emergency vehicle could turn within the site.

Amended plans have been submitted showing the widening of the access and the provision of a new footpath around the existing car park and extending down towards the access contained within the proposed extension. A vehicle tracking plan has also been submitted. KCC have considered the amended plans and raise no objections subject to safeguarding conditions. The impact upon highway safety is therefore considered to be acceptable.

Ecology

In support of the application a preliminary ecological appraisal was submitted, which recommended that a further reptile survey be carried out. A reptile survey was then submitted with no reptiles reported to be found. The Biodiversity Officer at KCC has reviewed the reports and advises that sufficient information has been provided to determine the planning application, and therefore no additional information is required. The impact upon biodiversity is therefore considered to be acceptable subject to safeguarding conditions.

Drainage

Southern Water have commented that the results of an initial desk top study indicate that Southern Water cannot currently accommodate the needs of this application without the development providing additional local infrastructure. The proposed development would increase flows into the wastewater sewerage system and as a result increase the risk of flooding in and around the existing area, contrary to paragraph 109 of the National Planning Policy Framework. Southern Water raise no objections subject to safeguarding conditions requiring details of the proposed drainage system. If additional infrastructure is required to serve the development, the developer will be required to enter into a formal agreement with Southern Water to provide the infrastructure.

A drainage layout plan has been submitted in support of the application, which shows a number of soakaways within the site and the use of permeable paving for the carpark. KCC SUDs have commented that the presented strategy is likely to be feasible as the underlying geology is likely to be of sufficient permeability for infiltration via a soakaway to be used. They have advised that they would expect a more detailed drainage statement to be submitted at the detailed design stage, along with a detailed design, that demonstrates that this development's surface water runoff can be accommodated and disposed of within the site's boundaries. Details of the ongoing maintenance of the system will also need to be submitted. KCC therefore raise no objections to the principle of the proposed drainage

system, and it is considered that safeguarding conditions are appropriate regarding the detailed drainage design for surface water runoff and ongoing maintenance.

Archaeology

The area is rich in archaeology and important remains were found in development to the south. The potential for prehistoric, Roman and Saxon remains is particularly high. KCC Archaeology have advised that conditions have been recommended with respect to development on adjacent sites and possibly this one in the past and they therefore recommend a condition for evaluation to be followed by further mitigation in the form of preservation and/or investigation be attached to any forthcoming consent. Subject to this safeguarding condition it is considered that the proposed scheme is acceptable on archaeology grounds.

Conclusion

The proposed extension is on land allocated for the expansion of the hospital, however the land has been sold to the care home by the hospital as they no longer require the land for expansion; and the hospital, KCC and CCG are supportive of the proposed application, which will provide short term nursing and residential care that could help to relieve pressure on bed space within the hospital, which is adjacent to the application site.

The proposed extension is of a good quality design, which relates well to the existing building and does not significantly impact upon the character and appearance of the area of the adjoining green wedge. The associated car parking area and communal amenity space is located within the green wedge, however the open character of the site will be maintained and sufficient landscaping is proposed within the site and on the boundaries in order to soften the appearance of the proposed development, and enhance the open space.

KCC Highways have raised no objections to the proposed scheme and there are also no significant concerns regarding neighbouring living conditions, drainage or archaeology.

It is therefore recommended that members approve the application as an acceptable departure to Thanet Local Plan Policy CF4 representing sustainable development, subject to safeguarding conditions.

Case Officer

Emma Fibbens

TITLE: F/TH/16/1114

Project Yoakley House Drapers Close MARGATE Kent CT9 4AH

Scale:



