

Application No: 2008/144	Application Type: Full
Proposal: Erection of Extra Care Building, incorporating 42 apartments & communal facilities	Location: Brookville, Rawstron Street Whitworth
Report of: Planning Unit Manager	Status: For Publication
Report to: Development Control Committee	Date: 15 April 2008
Applicant: Green Vale Homes	Determination Expiry Date: 26 May 2008
Agent: Langtry-Langton Architects	

REASON FOR REPORTING	Tick Box
Outside Officer Scheme of Delegation	X
Member Call-In Name of Member: Reason for Call-In:	<input type="checkbox"/>
More than 3 objections received	X
Other (please state)	MAJOR

HUMAN RIGHTS

The relevant provisions of the Human Rights Act 1998 and the European Convention on Human Rights have been taken into account in the preparation of this report, particularly the implications arising from the following rights: -

Article 8

The right to respect for private and family life, home and correspondence.

Article 1 of Protocol 1

The right of peaceful enjoyment of possessions and protection of property.

The Site

This application relates to a site of approximately 0.37ha in area, which is bounded to the north by 2-storey semi-detached houses. To the other three sides are roads : to the other side of William Street are 2-storey terraced houses; to the other side of

Cowm Park Way South bungalows have gables that face towards the site; & to the other side of Rawstron Street are commercial premises.

The site is presently occupied by two 2-storey red-brick buildings that were formerly used as 33 units of 'sheltered housing', but are now vacant and boarded-up. The buildings are arranged in an L-shape, with an open, lawned area to their front that extends up to Rawstron Street and William Street. The site possesses a garage and parking/service area accessed from Cowm Park Way South. Whilst there are a number of trees within the site the largest/most prominent of them are situated close to the site frontages to Rawstron Street and Cowm Park Way South and form part of lines of mature trees that continue northwards along these road frontages.

Whilst a small part of the site was formerly owned by Rossendale BC it has been conveyed to Green Vale Homes for a nominal sum. Part is owned by Lancashire County Council and it has, similarly, agreed to its conveyance.

The Proposal

The current application proposes :

- a) demolition of the existing buildings and felling of those trees within the site (but not those on the road frontages);
- b) construction of a new-build extra-care housing block, comprising of 42 apartments for rent (6 of which will have 1 bedroom and 36 2-bedrooms), with associated communal facilities (including on the ground-floor a dining area capable of accommodating approximately 100 people, lounge/activity room of 90sq m, consulting room of 15sq m, shop of 20sq m & hair salon of 30sq m);
- c) provision of a 17-space car park/service area served off the existing access-point to Cowm Park Way South, with new acoustic fencing to its north side to safeguard the neighbours from noise disturbance associated with its use; and
- d) formation around the proposed building of gardens, containing pergolas and seating, surrounded on the three sides bounding to roads by a metal railing.

The Applicant advises that :

- Extra Care housing is specialist housing that bridges the gap between 'sheltered housing' and the full 'residential care home' - it is intended for frailer/more elderly people who need access to help close to hand 24-hours a day, whilst having their own home and retaining full rights and control over the space beyond their own front door. The establishment will employ equivalent to 8-10 full-time staff.
- In line with good practice principles of Extra Care housing, the communal facilities within the scheme will be accessible to older people within the wider local community - this will make the scheme a more lively and interesting place to live for the residents, as well as providing a valuable community resource.
- This will be the first such Extra Care housing scheme in Whitworth - it will provide a new choice within the spectrum of housing, care and support not

presently available in this part of the Borough. Housing Corporation funding for the scheme has been secured.

- The submitted drawings propose the erection of a building which, in plan, is of cruciform shape and which will sit in the centre of the site. It is to be 4-storeys (14.9m) in height at the core, dropping to 3-storeys (10.9m in height at the eaves) in each arm but that facing towards Rawstron Street, and to 1-storey nearest the northern boundary. This design form ensures : a) short internal distances of travel from residents private apartments to the central circulation core and main entrance/communal facilities on the ground-floor; b) maximises the number of apartment windows that face expanses of garden within their own grounds and attractive views beyond, and minimises apartment windows facing towards neighbouring dwellings; & c) the mass of the building will not unduly affect the street-scene or the amenities of neighbours.
- To ensure that the proposed development is in-keeping with its setting the building is to be constructed of artificial stone and slate (not the brick of the existing buildings). Its mass will be further broken-up by variation in roof heights, bay-windows, and use of artificial stone sills and lintels around windows/doors, band-courses, etc. The scheme provides for retention of the mature trees on the boundaries of the site, with additional proposed planting within the grounds.
- The level of off-street parking proposed reflects experience from similar schemes elsewhere and the standards applied by other Council's for such proposals.
- It is a condition of Housing Corporation grant-funding that the scheme achieve an EcoHomes rating of 'very good'. It is intended to incorporate hot water heating via solar collector panels on south-facing roof-planes and it will consider use of ground-source heat pumps if necessary to achieve 10% of the building's energy demand through renewable technology. The scheme has also been devised with the intention that it meets the Secured by Design criteria.

4. Relevant Planning History

None

5. Policy Context

National Planning Guidance

- PPS1 - Sustainable Development
- PPS3 - Housing
- PPG13 - Transport
- PPG17 - Sport & Recreation

Development Plan Policies

Regional Planning Policy

RPG13

Joint Lancashire Structure Plan (Adopted 2005)

- Policy 1 - General Policy
- Policy 2 - Main Development Locations
- Policy 7 - Parking
- Policy 12 - Housing Provision
- Policy 20 - Lancashire's Landscapes

Rossendale District Local Plan (Adopted 1995)

- DS1 - Urban Boundary
- DC1 - Development Criteria
- DC3 - Public Open Space
- DC4 - Materials
- E4 - Tree Preservation

Other Material Planning Considerations

- Draft RSS
- LPOS Planning Obligations Paper
- LCC Access & Parking SPG & Standards
- RBC Core Strategy
- RBC Interim Housing Policy Statement (December 2007)
- RBC Housing Market Assessment (September 2007)

6. Consultations

LCC(Highways)

It has no objection in principle. Whilst being satisfied that the number of off-street parking spaces proposed is in line with the appropriate standard, it does recommend conditions in respect of matters of detail in respect of the parking/servicing area and the visibility splays at its access-point.

7. Notification Responses

To accord with the General Development Procedure Order the application has been publicised by way of a newspaper notice, site notices and letters to the relevant neighbours

Letters of objection have been received from the residents of 5 properties, 3 of them from occupiers of houses on The Meadows. The following points are made :

- The proposed development is of very high density - it will provide three and a half times the floorspace of the existing buildings.
- A 4-storey building is inappropriate - surrounded by properties of no more than 2-storeys it will be visually obtrusive and set a bad precedent - and will put at risk vulnerable residents on upper floors in the event of a fire.
- The proposed building will cause an unacceptable loss of (sun)light/outlook/privacy for existing residents - an element of 3-storey building will stand within 18m of houses fronting The Meadows, not the suggested 21m.
- Inadequate off-street parking is proposed for the number of apartments, particularly if the premises are to be used also by non-residents, and will thereby add to parking/congestion on Cowm Park Way South.

- The Developer should meet the costs of necessary improvement of Cowm Park Way South.
- The siting of the proposed car park, mobility-buggy park, meter-housing and laundry-room will result in noise and disturbance for existing residents.
- Concern if an existing wall on the party-boundary between the site and one of the neighbouring houses is removed.
- Loss of a semi-rural open space which has been available for public use for many years.
- GP services, dentists and police are over-subscribed/stretched.
- RBC's connection with the scheme - towards the end of 2007 Cabinet agreed to dispose of land to Green Vale to facilitate the development - this shows the Council's commitment to the scheme for which planning permission is now sought.

Assessment

In dealing with this application the main issues to consider are : 1) principle; 2) Housing Oversupply; 3) Design & Appearance; 4) Neighbour Amenity; & 5) Traffic & Parking.

Principle

The site lies within the Urban Boundary of Whitworth, is previously developed land last used for residential purposes and is approximately 200m from Market Street, its shops and a 'quality' bus route. Accordingly, there is no objection in principle to the proposed redevelopment of the site.

Whilst it has been said by an objector that GP services, dentists and police are over-subscribed/stretched the proposed development is intended to provide largely for those already residing in the east half of the Borough.

Housing Oversupply

The text accompanying Policy 12 states that in situations of oversupply additional housing units may be permitted where "*they make an essential contribution to the supply of affordable or special needs housing or form a key element within a mixed-use regeneration project*". Likewise, criteria G of the Interim Housing Policy Statement approved by this Council in December 2007 states that "*Developments that are solely for affordable or special needs housing will be supported where they address local need and are appropriate in terms of their scale and location.*"

The proposed development constitutes specialist housing of a type for which the Housing Corporation considers there to be sufficient of a local need it is willing to grant-aid the proposal.

Officers consider it appropriate for permission to be granted to this application subject to a S.106 agreement first being entered into to ensure the proposed apartments are provided and retained as Extra Care housing.

Design & Appearance

The application undoubtedly proposes erection of a building which is of greater height, bulk and floorspace than the buildings presently to be seen on the site. However, the Architect has taken great care with its design to ensure it fulfils the functional needs of

the intended occupiers without detracting to an unacceptable extent from the street-scene or the character and appearance of the area in general.

The highest part of the building stands well back from the site boundaries except where facing the commercial premises on the opposite side of Rawstron Street. Retention of the mature trees along the frontages of Rawstron Street and Cowm Park Way South (within the site and beyond its boundaries) will also help to avoid the building appearing an unduly prominent and intrusive feature. The shape of the building, proposed detailing and facing materials likewise help to break-up its mass.

Neighbour Amenity

I am satisfied that the proposed development will not unduly detract from the amenities of neighbours.

For the reasons set out in the preceding paragraphs it is not considered that the proposed building, by reason of its height/bulk, will result in an unacceptable loss of light/outlook from existing properties. Care has been taken with the siting/design of the proposed building to ensure that window-to-window distances with existing residential properties exceed 21m in all cases.

Relationships between the proposed development and neighbouring residential properties are at their tightest on the north side, where five houses on The Meadows have a party-boundary with the application site. The 3-storey element of the northern arm of the proposed building has only 2 second-floor and 2 third-floor windows facing towards the party-boundary, at a distance of 10.5m from the party-boundary and a window-to-window distance of 21.6m; the existing 2-storey building stands near to the party-boundary than this and has a greater number of second-floor windows facing towards the boundary. There is a single-storey element that will stand 7m from the party-boundary with the houses fronting The Meadows and is to accommodate an electricity meter room, mobility-buggy/cycle store and a laundry-room, possessing 2 doors and no windows in that elevation facing towards the boundary. For the most part, this single-storey element will stand further from the party-boundary than does the existing 2-storey building located here. There is no reason to believe the activities associated with the use of this single-storey projection will give rise to unacceptable loss of privacy or noise disturbance for neighbours.

Conditions are recommended to ensure submission of details to control the siting/nature of any ventilation systems to serve the laundry and communal kitchen, and ensure the provision of suitable fencing/additional planting along the boundaries of the site.

Traffic & Parking

The Highway Authority is satisfied that the local road network can accommodate the traffic likely to be generated by the proposed development and with the number of off-street parking spaces proposed. I have no reason to doubt its conclusions and, in line with its recommendations, conditions are included below to address matters of detail in relation to the proposed parking/servicing area and its access/visibility splays.

Recommendation

That Committee be minded to grant Permission, subject to a S.106 agreement first being entered into to ensure that the development is provided and retained as Extra Care housing and 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. *Reason : Required by Section 51 of the Planning and Compulsory Purchase 2004 Act.*
2. The development hereby permitted shall not commence until full details of the colour, form and texture of all external facing materials to the proposed building have been submitted to and approved in writing by the Local Planning Authority, notwithstanding any details shown on the previously submitted plans and specification. The development shall only be carried out using the approved external facing materials. *Reason : To protect the appearance of the locality and in the interests of the amenities of local residents and in accordance with the criteria of Policy DC1 of the adopted Rossendale District Local Plan.*
3. The development hereby permitted shall not commence until full details of the fume extraction and filtration systems to be installed to serve the laundry and communal kitchen have been submitted to and approved in writing by the Local Planning Authority. The systems shall be installed in accordance with the approved details prior to the commencement of the use of the premises hereby permitted and retained in operation at all times thereafter. *Reason : To safeguard the amenities of local residents, in accordance with the criteria of Policy DC1 of the adopted Rossendale District Local Plan.*
4. No development shall take place until details of the proposed surface water drainage arrangements have been submitted to and approved by the Local Planning Authority in writing. No part of the development shall be occupied until the approved surface water drainage arrangements have been fully implemented. *Reason : To secure proper drainage and to prevent flooding, in accordance with the criteria of Policy DC1 of the adopted Rossendale District Local Plan.*
5. Notwithstanding any such detail which may have previously been submitted, no development shall take place until a scheme of landscaping/boundary treatment has been submitted to and approved in writing by the Local Planning Authority. The submitted scheme shall provide details of : the protection to be afforded during construction to planting to be retained; of the types and numbers of trees and shrubs to be planted, their distribution on site; those areas to be seeded, paved or otherwise hard- landscaped; external seating, lighting, pergolas and other structures; and any changes of ground level or landform. *Reason : In the interests of the amenity of the area, in accordance with the criteria of Policy DC1 of the adopted Rossendale District Local Plan.*
6. All hard-surfaced areas/walls/fences forming part of the approved scheme of landscaping/boundary treatment shall be completed prior to occupation of the building, unless otherwise agreed in writing with the Local Planning Authority.

All new planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following substantial completion of the building to which they relate/are nearest. Any trees or plants in the approved scheme of landscaping 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 similar size and species, unless the Local Planning Authority gives written consent to any variation. *Reason : In the interests of the amenity of the area, in accordance with the criteria of Policy DC1 of the adopted Rossendale District Local Plan.*

7. Notwithstanding the details shown on the submitted drawing, details of the design/visibility splays in respect of the proposed access-point, together with details of the form, construction & marking-out of the proposed parking/servicing area, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The Approved scheme shall be implemented prior to first occupation of any of the apartments, unless otherwise first agreed in writing by the Local Planning Authority. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995, or any Order revoking or re-enacting the Order, there shall not at any time in connection with the development hereby permitted be erected or planted, or allowed to remain, upon the land within the visibility splays defined any building, wall, fence, hedge, tree, shrub or other device which will obstruct the view above a plane 1 metre above the crown level of the adjoining highway. *Reason : In the interests of highway safety, in accordance with the criteria of Policy DC1 of the adopted Rossendale District Local Plan.*

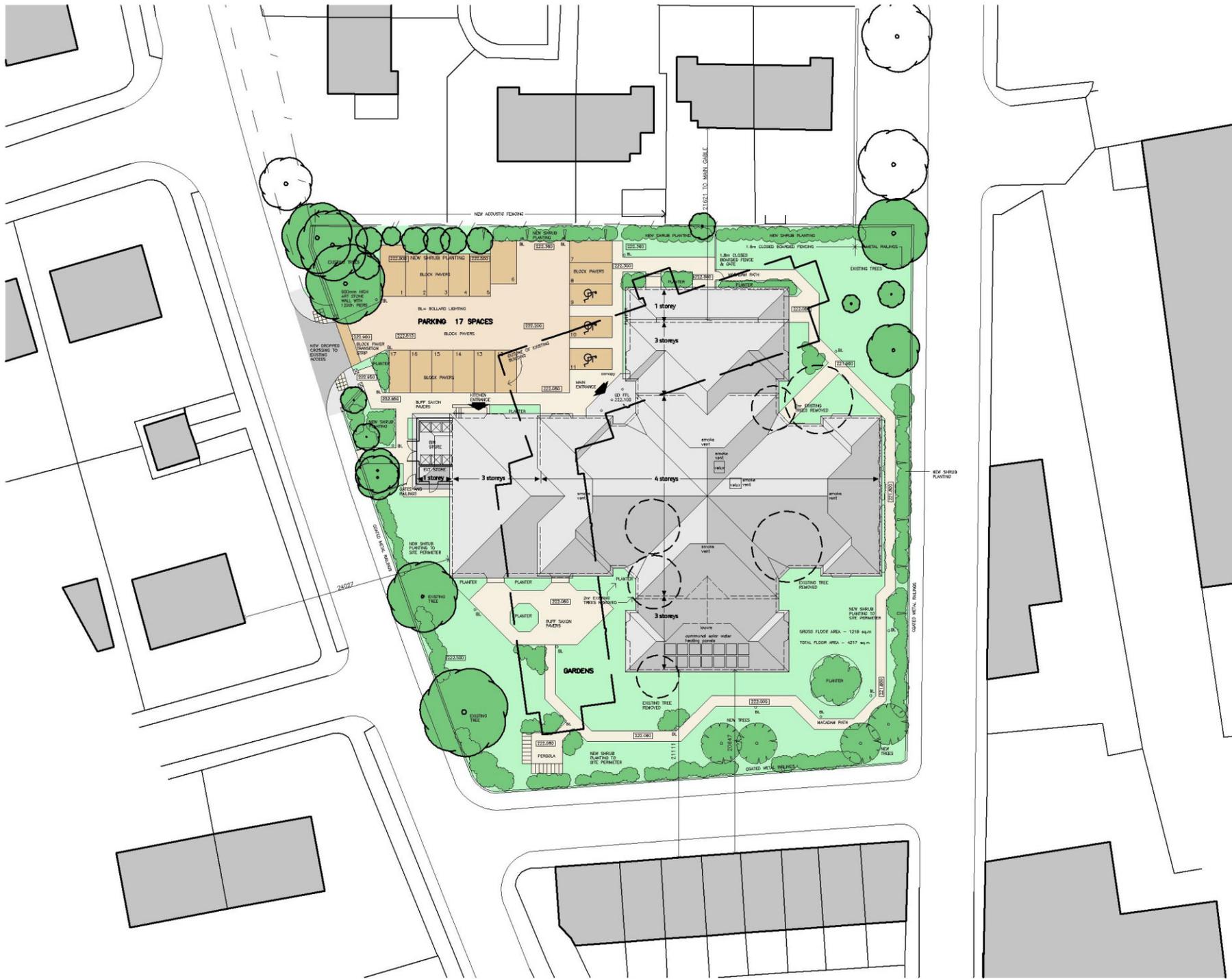
8. Any construction works associated with the development hereby approved shall not take place except between the hours of 7:00 am and 7:00 pm Monday to Friday and 8:00 am and 1:00 pm on Saturdays. No construction shall take place on Sundays, Good Friday, Christmas Day or Bank Holidays. *Reason : To safeguard the amenities of nearby residential properties, in accordance with the criteria of Policy DC1 of the adopted Rossendale District Local Plan.*

Contact Officer	
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Service / Team	Development Control
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PROPOSED EXTRA CARE DEVELOPMENT AT BROOKVILLE, WHITWORTH, ROSSENDALE
LOCATION PLAN 1:1250





All work to be carried out in accordance with the requirements of the Building Regulations and the Water Authority Regulations currently in force.
 Do not scale from this drawing. Architect to be notified of any discrepancies.
 Verify relevant dimensions on site before commencing work or preparing shop drawings.
 This drawing is copyright.

REV	DATE	AMENDMENT
A	03.08	REWORK

NOTE: ALL LEVELS ARE EXISTING UNLESS SHOWN IN BOXES

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PROJECT:
**EXTRA CARE DEVELOPMENT
 WHITWORTH, ROSSENDALE
 for BRAMALL CONSTRUCTION**

DRAWING TITLE
SITE PLAN

PROJECT NO. **07067** • DRAWING NO. **01** • REVISION **A**

STATUS
 SCALE @ A1 1:200 DATE DEC 07 DRAWN H.L.



SOUTH-EAST ELEVATION, RAWSTRON STREET

MATERIALS

WALLS: ARTIFICIAL COURSED BUFF STONE
 ROOFS: GREY SINGLE LAP ROOF TILES
 WINDOWS: WHITE uPVC
 BOUNDARIES: COATED METAL RAILINGS



NORTH-EAST ELEVATION

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REV	DATE	AMENDMENT
A	2-08	Materials amended

PROJECT

42 EXTRA CARE APARTMENTS
 & COMMUNAL FACILITIES
 WHITWORTH, ROSSENDALE
 for BRAMALL CONSTRUCTION

DRAWING TITLE

ELEVATIONS
 SHEET 2

PROJECT NO.	DRAWING NO.	REVISION
07067	08	A
STATUS		
SCALE	1:200	DATE 03-07
		DRAWN NIL



NORTH-WEST ELEVATION, COWM PARK WAY SOUTH

MATERIALS

WALLS: ARTIFICIAL COURSED BUFF STONE
 ROOFS: GREY SINGLE LAP ROOF TILES
 WINDOWS: WHITE UPVC
 BOUNDARIES: COATED METAL RAILINGS



SOUTH-WEST ELEVATION, WILLIAM STREET

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REV	DATE	AMENDMENT
A	2-08	Materials amended

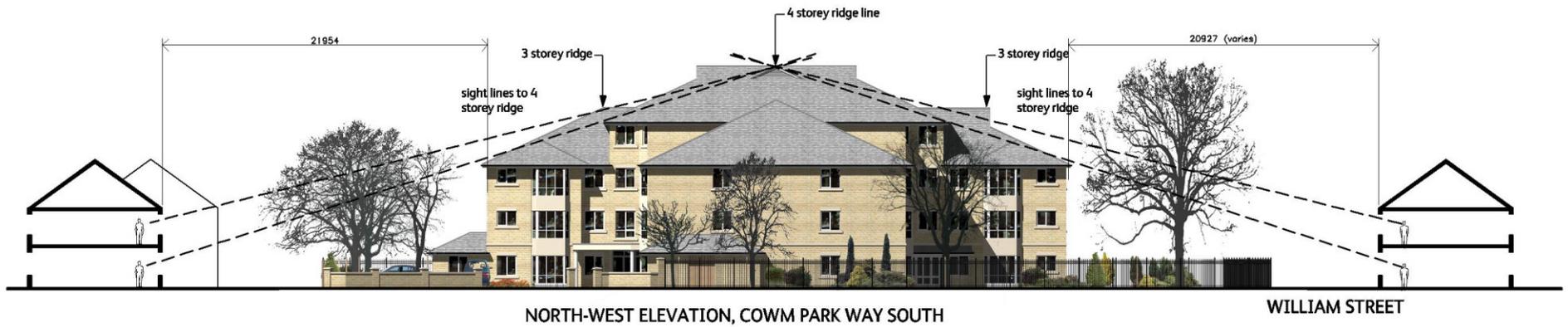
PROJECT

42 EXTRA CARE APARTMENTS
 & COMMUNAL FACILITIES
 WHITWORTH, ROSENDALE
 for BRAMALL CONSTRUCTION

DRAWING TITLE

ELEVATIONS
 SHEET 1

PROJECT NO.	DRAWING NO.	REVISION
07067	07	A
STATUS		
SCALE	1:200	DATE 03-07
		DRAWN NULL



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REV	DATE	AMENDMENT
A	2-08	Materials amended

PROJECT

42 EXTRA CARE APARTMENTS
& COMMUNAL FACILITIES
WHITWORTH, ROSSENDALE
for BRAMALL CONSTRUCTION

DRAWING TITLE

SITE SECTION SHOWING
RELATIONSHIP TO EXG. BLDGS.

PROJECT NO.	DRAWING NO.	REVISION
07067	09	A
STATUS		
SCALE	NTS	DATE 03-07
		DRAWN NLL



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REV	DATE	AMENDMENT
A	2-08	Materials amended

PROJECT

**42 EXTRA CARE APARTMENTS
& COMMUNAL FACILITIES
WHITWORTH, ROSSENDALE
for BRAMALL CONSTRUCTION**

DRAWING TITLE

**VIEW AT WILLIAM ST/ COWM
PARKWAY SOUTH JUNCTION**

PROJECT NO.	DRAWING NO.	REVISION
07067	• 10	• A
STATUS		
SCALE	NTS	DATE 03-07 DRAWN NULL



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REV	DATE	AMENDMENT
A	2-08	Materials amended

PROJECT

**42 EXTRA CARE APARTMENTS
& COMMUNAL FACILITIES
WHITWORTH, ROSSENDALE
for BRAMALL CONSTRUCTION**

DRAWING TITLE

**ENTRANCE VIEW
COWM PARKWAY SOUTH**

PROJECT NO. DRAWING NO. REVISION

07067 • 11 • A

STATUS

SCALE NTS DATE 03-07 DRAWN NLL