

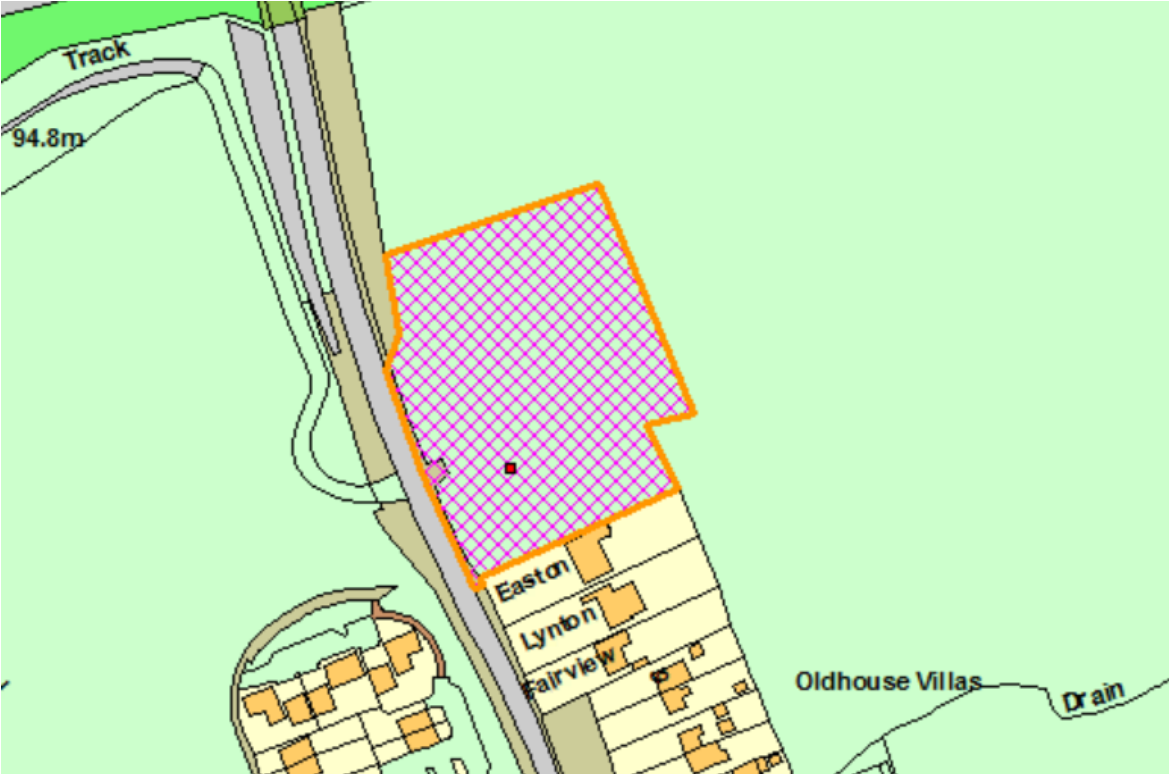
ITEM NUMBER: 9

PLANNING COMMITTEE DATE: 13 December 2023

REFERENCE NUMBER: UTT/23/0062/DFO

LOCATION: Land East of Parsonage Road, Takeley

SITE LOCATION PLAN:



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Organisation: Uttlesford District Council Date: 30 November 2023

PROPOSAL: Details following outline application UTT/19/0394/OP for a 66-bed care home - details of appearance, landscaping, layout and scale.

APPLICANT: Portland Care Ltd and Endurance Estates Land Promotion Ltd

AGENT: Mr Danny Simmonds (RPS Planning & Development)

EXPIRY DATE: 13 April 2023

EOT EXPIRY DATE: 15 December 2023

CASE OFFICER: Mr Lindsay Trevillian

NOTATION: Outside Development Limits.

REASON THIS APPLICATION IS ON THE AGENDA: Major Application

1. EXECUTIVE SUMMARY

- 1.1** This application seeks approval of details following the granting of outline planning under reference UTT/19/0394/OP (allowed at appeal Ref: APP/C1570/W/20/3242024) whereby permission was granted for:
- 1.2** *Outline application with all matters reserved except access, for development of a care home (use class C2) with up to 66 bed spaces, including vehicular and pedestrian access, parking, infrastructure, landscaping, and associated works.*
- 1.3** The principle of the development along with the details of Access have been approved at outline stage by an Inspector under appeal, leaving the details for consideration as part of this reserve matters application being Appearance, Layout, Scale and Landscaping.
- 1.4** The proposals comply with the indicative illustrative masterplan that formed part of the outline consent in respect to layout, number of bedrooms and scale. The design and appearance of the buildings generally conforms with the required standards, ensuring a good quality design that responds to the character of the natural and built environments of the surrounding locality. The proposals include

appropriate parking and amenity provision to meet staff and visitors of the care home.

- 1.5** The proposals comply with the guidance and standards as set out within the Uttlesford District Local Plan 2005 (as Adopted), relevant Supplementary Planning Documents and the National Planning Policy Framework. It has thereby been recommended that this reserve matters application relating to details concerning Appearance, Scale, Layout and Landscaping be approved in association with outline permission reference UTT/19/0394/OP.

2. RECOMMENDATION

That the Strategic Director of Planning be authorised to **GRANT** permission for the development subject to those items set out in section 17 of this report -

A) Conditions

3. SITE LOCATION AND DESCRIPTION:

- 3.1** The application site as indicated on the site location plan ref: P17_2649_11 REV C submitted in support of this application is located on the eastern side of Parsonage Road on the northern edge of the village of Takeley.
- 3.2** The topography of the site is generally level, and it comprises of approximately 0.72 hectares. The site is currently free of any established built form and currently consists of agricultural (arable) land. The site is free of any vegetation apart from mature native trees and a hedgerow that spans the western boundary fronting onto Parsonage Road.
- 3.3** Immediately to the south of the site are a row of residential properties, of which further south is the Weston Stansted business development. Approximately 60m to the north of the application site is the A120 dual carriageway. To the east and west of the site, permission has recently been granted for further residential development. Further details of these development are provided in Section 6 of this report.
- 3.4** In terms of local designations, the site is not subject to any statutory landscape or ecological designations. The Environmental Agency Flood Risk Maps identifies the whole of the site lying within 'Flood Zone 1'. The site is not located or abutting a conservation area, nor are there any other heritage assets in close proximity to the site. Priors Wood, which is an Ancient Woodland and Country wildlife Park is located approximately 160m east of the site. A public footpath (PROW 48_21) running in an east-west direction extends along the southern side of the A120 to the north of the application site.

4. PROPOSAL

- 4.1** This application relates to the reserved matters following a decision made by an Inspector on 31st January 2020 to allow outline planning permission which was for the erection of a care home (use class C2) consisting of up to 66 bed spaces including vehicular and pedestrian access, parking, infrastructure, landscaping, and associated works under application ref: UTT/19/0394/OP.
- 4.2** Access to the development was approved as part of the outline application which established access to the site. There is one main access point, in the form of a priority T junction that extends from the four-arm roundabout from Parsonage Road.
- 4.3** The reserve matters for consideration relates to Appearance, Layout, Scale and Landscaping for the erection of care home.
- 4.4** The building will be three storeys in height. The proposed building would provide frontage onto Parsonage Road and has been shown with a set-back from the public realm.
- 4.5** The number of proposed bed spaces amounts to 66 (40 x single beds, 26 x double beds) allowing for up to 92 residents. The care home will incorporate supporting uses, including a cinema, a beauty room, café, drawing room, activities room and laundry.
- 4.6** Approximately 0.331 of a hectare of amenity space has been provided along with the provision of 31 no. parking spaces, including 2 no. disabled spaces and 2 no. motorbike/moped spaces.
- 4.7** The new care home is designed to provide for nursing and residential care for a range of different needs, but predominantly continuing care for frail, older people, and those with age related dementia.
- 4.8** The care home will have approximately 46 full time staff and 20 part time. Team members will be on duty 24 hours a day to provide care and support. Together with receptionist service during normal business hours, being 9am to 6pm.
- 4.9** A full management team comprising of the General Manager supported by Heads of Department will be present during office hours from Monday to Friday. At weekend there will be representatives from Management team on duty and 24 hour on-call assistance.
- 4.10** Once fully occupied, typical team numbers for the home during the day will be 28 care team, a further 10 ancillary team and 8 Heads of Department.

5. ENVIRONMENTAL IMPACT ASSESSMENT

5.1 The proposal falls within 10(b) of Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (the EIA Regs). However, the proposal is for a relatively modest industrial-led development. There would be localised effects on the site and surrounding area, but these would not likely result in significant effects on the environment, either alone or cumulatively with other development. Therefore, an Environmental Impact Assessment was not required as part of this reserve matters application.

6. RELEVANT SITE HISTORY

Application site:

6.1 UTT/19/0394/OP - Outline application with all matters reserved except access, for development of a care home (use class C2) with up to 66 bed spaces, including vehicular and pedestrian access, parking, infrastructure, landscaping, and associated works.

6.2 The above application was refused 29th July 2019 for two reasons of refusal as per below.

1. The application site is located within the Countryside Protection Zone where Policy S8 seeks to protect the openness of the area and to prevent coalescence. The release of this site for development would be detrimental to those aims. The urban form of development and the proposed scale of the development would result in adverse harm to the openness of the Countryside Protection Zone and would help to promote coalescence with the airport. The environmental harm arising from the proposals would significantly and demonstrably outweigh the benefits of the proposals. Therefore the proposals are contrary to Uttlesford Local Plan Policy S8 and do not represent sustainable development and is contrary to the principle of sustainable development as set out in the NPPF.
2. The application has no mechanism to secure the infrastructure requirements in respect of health care facilities. As such the proposal is contrary to Uttlesford Local Plan Policy GEN6.

6.3 The application was subsequently appealed (APP/C1570/W/19/3234532) by the applicant where the Inspector concluded to allow the appeal on 31st January 2020. The Inspector concluded that taking all considerations into account, the benefits of the appeal development are very weighty, the adverse impacts limited. Together, they indicate that the adverse impacts of granting permission in this case would not significantly and demonstrably outweigh the benefits and thus permission was granted.

6.4 The January 2020 permission has been the subject of a non-material amendment (NMA), approved by the District Council on 7 March 2022 (ref: UTT/22/0119/NMA). The NMA was for a variation to the location of a four arm roundabout to the south of the application site.

6.5 Surrounding sites:

6.6 Outline planning application with all matters reserved except access for up to 88 dwellings (including affordable housing and self/custom-build plots), as well as public open space, children's play area, landscape infrastructure including a buffer to Priors Wood Ancient Woodland and all other associated infrastructure on the site known as Land East of Parsonage Road, Takeley ref: UTT/21/2488/OP. This site immediately abuts the application site to the east and will share the access of Parsonage Road with the proposals.

6.7 A reserve matters application is anticipated to come forward to the Council in the near future. Figure 1 below provides the indicative layout of the approved outline scheme in reference to the above application.



6.8 To the west lies a concurrent residential development outline application reference: UTT/19/0393/OP. This application proposes residential development of up to 120 dwellings. The application dated 8 February 2019, was refused by notice dated 29 July 2019. Subsequently an appeal was made against the refusal to grant outline planning permission ref: APP/C1570/W/19/3234530 and was approved within the decision dated 31 January 2020.

- 6.9 Thereafter details following outline application UTT/19/0393/OP (approved under appeal reference APP/C1570/W/19/3234530), details of appearance, landscaping, layout and scale for the erection of 110 no. dwellings with associated open space, landscaping and other drainage and highway infrastructure was submitted and approved by the Council on 4th May 2022 under application ref: UTT/22/0152/DFO. Figure 2 below provides details of the site layout in reference to this application.



Figure 2: Approved site layout of application ref: UTT/22/0152/DFO

7. **PRE-APPLICATION ADVICE**

- 7.1 Paragraph 39 of the NPPF states that early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties and that good quality pre-application discussions enable better coordination between public and private resources, and improved results for the community.
- 7.2 No pre-application discussion has taken place between the Applicant and officers of Uttlesford District Council prior to the submission of this application.

8. **SUMMARY OF STATUTORY CONSULTEE RESPONSES**

8.1 **National Highways – No Objection**

- 8.1.1 Confirmed that they have reviewed the supporting documentation and noted the vicinity of the site in relation to the A120 which forms part of the strategic road network and stipulated that they offer no objections.

8.2 **ECC Highway Authority – No Objection**

- 8.2.1** The Highway Authority confirmed that from a highway and transportation perspective the impact of the proposals is acceptable subject to the imposition of a condition requiring that the car parking court shall be fully constructed prior to the occupation of the care home and thereafter only used for this purpose only.

9. PARISH COUNCIL COMMENTS

- 9.1** In their original comments dated 15th February 2023, Takeley Parish Council Objects to the application for the following reasons:

- The building is too high and will harm the rural edge of Takeley and views from the surrounding countryside and footpaths. A 3-storey building is inconsistent with the 2- and 2.5-storey parameter plan of the neighbouring 88 home development and existing domestic properties in the vicinity.
- The scale of the building will appear urban and over-bearing in its setting and against the approved 88-home development which will surround the care home.
- External materials to include red brick is in-keeping with the surrounding area, however, combined with a red roof, the colour palette gives an unattractive and urban appearance to the building.
- There is Inadequate parking provision for staff and visitors.
- Lack of amenity space is a significant concern.

- 9.2** Revisions have been submitted by the Applicant (17th August) following the consultation period to amend and address some of the concerns raised by the Parish Council. The Parish Council acknowledges in their second response dated 18th September that the design changes to the external appearance of the building, the removal of the basement and external layout changes have been made to the scheme. The Parish confirmed that they now had no objections regarding the design.

- 9.3** However, the Parish advised that they still had significant concerns regarding the lack of visitor and staff car parking and insufficient capacity for disabled car parking.

- 9.4** Further revisions to address the parking layout were subsequently submitted to the Council to address the concerns raised by the Parish Council whereby the amount of parking was increased from 26 off street spaces to 31 spaces.

- 9.5** The application was subsequently reconsulted to Parish Council, however, as the time of preparing this report, no further comments have been received from the Parish.

10. CONSULTEE RESPONSES

- 10.1** **UDC Environmental Health – No Objection**

10.1.1 The Environmental Health Team confirmed that they had no objections subject to the suggested conditions in relation to noise and construction if the Council are mindful of granting permission.

10.2 Place Services (Ecology) – No Objection

10.2.1 Confirmed that they have review all supporting documentation and that they have no objection. A condition in relation to ecology was secured under the outline planning permission UTT/19/0394/OP including an ecological mitigation and enhancement scheme including details of all external lighting.

10.3 Essex Police Designing Out Crime - Comments

10.3.1 We note that there does not appear to be any boundary treatments therefore there are ground floor rooms with external doors opening into publicly accessible space creating a risk of crime. Document Q Security states "Reasonable provision must be made to resist unauthorised access to (a) any dwelling; and (b) any part of a building from which access can be gained to a flat within the building". To further we would require the finer detail such as the proposed lighting, boundary treatments and physical security measures.

10.4 NATS Safeguarding – No Objection

10.4.1 The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Public Limited Company ("NERL") has no safeguarding objection to the proposal.

10.5 Stansted Airport Safeguarding Authority – No Objection

10.5.1 The Safeguarding Authority for Stansted Airport has assessed this proposal and its potential to conflict aerodrome Safeguarding criteria. We have no objection subject to imposing suggested conditions if the Council are mindful of granting permission.

10.6 Thames Water – No Objection

10.6.1 Thames Water have no comment to make regards to reserved matters relating to appearance, landscaping, layout, and scale.

11. REPRESENTATIONS

11.1 The application was notified to all adjoining and adjacent landowners/occupiers and a site notice placed on site. Several representations were received objecting to the proposals as summarised as per below:

- 11.2**
- The location of the care home is in the wrong place on a greenfield site.
 - It would further erode/reduce the countryside buffer.
 - Insufficient parking for staff and visitors.
 - Overspill parking will be in local roads to the detriment of local residents and result in congestion and harm to highway safety.
 - The design of the building has no architectural merit lacking articulation and poor use of external finishing materials.
 - The overall height of the property, three
 - stories plus roof lines, to a height of 12 meters, 40 feet, is totally unacceptable.
 - At this height and with the building located close to the road it will overpower the
 - homes and properties adjoining the site in a completely unacceptable way.

11.3 Comment

11.3.1 The above concerns have been addressed in detail in the main assessment of this report.

12. MATERIAL CONSIDERATIONS

12.1 In accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004, this decision has been taken having regard to the policies and proposals in the National Planning Policy Framework, The Development Plan and all other material considerations identified in the “Considerations and Assessments” section of the report. The determination must be made in accordance with the plan unless material considerations indicate otherwise.

12.2 Section 70(2) of the Town and Country Planning Act requires the local planning authority in dealing with a planning application, to have regard to

- a) The provisions of the development plan, so far as material to the application:
 - (aza) a post-examination draft neighbourhood development plan, so far as material to the application,
- b) any local finance considerations, so far as material to the application, and
- c) any other material considerations.

12.3 The Development Plan

12.3.1 Essex Minerals Local Plan (adopted July 2014)
Essex and Southend-on-Sea Waste Local Plan (adopted July 2017)
Uttlesford District Local Plan (adopted 2005)
Felsted Neighbourhood Plan (made February 2020)
Great Dunmow Neighbourhood Plan (made December 2016)

Newport and Quendon and Rickling Neighbourhood Plan (made June 2021)
Thaxted Neighbourhood Plan (made February 2019)
Stebbing Neighbourhood Plan (made July 2022)
Saffron Walden Neighbourhood Plan (made October 2022)
Ashdon Neighbourhood Plan (made December 2022)
Great & Little Chesterford Neighbourhood Plan (made February 2023)

13. POLICY

13.1 National Policies

13.1.1 National Planning Policy Framework (2021)

13.2 Uttlesford District Local Plan 2005

13.2.1 Below is a list of the most relevant Development Management Policies in relation to this proposal:

S7 – Countryside
GEN1 – Access
GEN2 – Design
GEN3 – Flood Protection
GEN4 – Good Neighbourliness
GEN5 – Light Pollution
GEN6 – Infrastructure Provision
GEN7 – Nature Conservation
GEN8 – Vehicle Parking Standards
ENV3 – Open Spaces and Trees
ENV7 – Protection of the Natural Environment
ENV8 – Other Landscape Elements of Importance
ENV10 – Noise Sensitive Developments
ENV11 – Noise Generators
ENV12 – Groundwater Protection
ENV13 – Exposure to Poor Air Quality
ENV14 – Contaminated Land
ENV15 – Renewable Energy
LC3 – Community Facilities

13.3 Supplementary Planning Document or Guidance

Uttlesford Local Residential Parking Standards (2013)
Essex County Council Parking Standards (2009)
Supplementary Planning Document- Accessible homes and play space homes Essex Design Guide
Uttlesford Interim Climate Change Policy (2021)

14. CONSIDERATIONS AND ASSESSMENT

14.1 The issues to consider in the determination of this application are:

- 14.2 A) **Whether the layout, scale and appearance of the proposal is acceptable.**
 B) **Access to the site and highway issues**
 C) **Landscaping**
 D) **Whether the proposal would cause harm to the amenities of adjoining property occupiers**
 E) **Other Issues**

- 14.3 A) **Whether the layout, scale and appearance of the proposal is acceptable.**

14.3.1 The scope of outline permissions and reserved matters approval is governed by Article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (“the DMPO”). It limits reserved matters approval to issues of: access; appearance; landscaping; layout; and scale. Relevant to this application, it provides the following definitions:

- **‘layout’** means the way in which buildings, routes and open spaces within the development are provided, situated, and orientated in relation to each other and to buildings and spaces outside the development.
- **‘scale’** means the height, width and length of each building proposed within the development in relation to its surroundings.
- **‘appearance’** means the aspects of a building or place within the development which determines the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour, and texture.
- **‘landscaping’**, in respect of which an application for such permission has been made, means the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes:
 - (a) screening by fences, walls or other means;
 - (b) the planting of trees, hedges, shrubs or grass;
 - (c) the formation of banks, terraces or other earthworks;
 - (d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and
 - (e) the provision of other amenity features.

14.3.2 The details of the reserved matters application must be in line with the outline approval, including any conditions attached to the permission.

14.3.3 Where outline planning permission has been granted such as in this case, reserving care should be taken in assessing the interrelationship between (a) such details granted and (b) whether the details submitted for reserved matters’ approval constitutes a material departure from the former within the context of the nature of the development (its site and surroundings), as part of the planning judgement of the decision maker.

- 14.3.4** Referring the proposals, such a judgment might be informed by a comparison between the ratio of the footprint, scale, and size of the new care home. But it would not necessarily be determined by it. It might also need to be considered the significance to be attached to the various dimensions, orientation, and text marked on the [outline] Site Plan in the context of the nature of the development, the site to which the outline planning permission related and its surroundings.
- 14.3.5** Condition 4 imposed on the outline decision notice requires that the reserve matters are constructed in accordance with the Care Home Site Layout (drawing number P17-2649_09 Rev G).
- 14.3.6** This section of the report assesses matters of layout, scale, and appearance, whilst matters of landscaping is address further below in this report.
- 14.3.7** Layout:
- 14.3.8** A layout shows how routes and blocks of development are arranged and relate to one another to create streets, open spaces, and buildings. It defines the structure or settlement pattern; the grain - the pattern of development blocks and plots; and the broad distribution of different uses, and their densities.
- 14.3.9** Figure 3 below shows the indicative site layout plan drawing number P17-2649_09 Rev G that was approved by the Inspector.



Figure 3: Indicative layout approved as part of outline application UTT/19/0394/OP.

- 14.3.10** The Inspector confirmed that they were content that the siting of the proposed development in that it would generally respect the eastern extent of development along Parsonage Road and in overall terms would have an acceptable relationship with existing development. This along with large areas of open space to be included with the scheme and the potential for additional planting, around the boundaries of the site was considered to help screen and soften the development from the wider surrounding area.
- 14.3.11** The layout of the proposed care home is generally the same the indicative outline scheme, as shown on drawing P17-2649_09 Rev G. The orientation, shape, and placement of the building remains the same. Also, the proposed parking area, access into the site and the extent and location of landscaping around the perimeter of the site remains largely the same.
- 14.3.12** The frontage of the building largely follows other development in the vicinity being sited at the back edge of the public highway. Off Street Parking in the form of a parking court is positioned to the rear of the building and thus reducing the visual impact of on-site parked cars from Parsonage Road. The hard standing area is broken up with soft landscaping and thereby on balance the visual impact within the street scene is minimal.
- 14.3.13** The scheme will be both externally and internally facing. The proposals provide an active street frontage throughout the site with the building designed to overlook parking and open spaces offering surveillance.
- 14.3.14** The layout positively responds to the site constraints and the arrangement of the building has considered the site's specific context, specifically with respect to providing an appropriate interface between existing and proposed residential developments, and the surrounding built and natural environment.
- 14.3.15** A clear layout and other routes within the site help people to find their way around so that journeys are easy to make. It is considered that the layout responds to active travel standards. The proposals have given priority to pedestrian and cycle movements, subject to location and the potential to create connections. By considering and prioritising pedestrians and cyclists this has resulted in the creation of routes that are safe, direct, convenient, and accessible for people of all abilities. They have been designed as part of attractive spaces with good sightlines, and well-chosen junctions and crossings, so that future residents and people will want to use them.
- 14.3.16** The proposals by reason of its appropriate layout of its buildings and spaces would result in a well-designed development that will have a positive and coherent identity for the future occupiers of the care home.

- 14.3.17** Accordingly, the proposed layout is in general accordance with the parameter plan as required by condition 4 of the outline permission
- 14.3.18** Scale:
- 14.3.19** Scale is the height, width and length of each building proposed within a development in relation to its surroundings. This relates both to the overall size and massing of individual buildings and spaces in relation to their surroundings, and to the scale of their parts.
- 14.3.20** The outline application and accompanying supporting documentation assumed that the care home building would be three storeys with a single storey building to the rear for refuse storage.
- 14.3.21** The proposed building would be three storeys consisting of a height of 8.5m to its eaves and 12m to the ridgeline.
- 14.3.22** Although no formal indicative drawings formed part of the appeal submission indicating that the proposals would be three storeys in height, it can be reasonably assumed that the Inspector based their decision that the proposals would be of three stories as this was clearly identified within the Appellants supporting documentation including their design and access statement.
- 14.3.23** The Inspector considered the potential size and scale of the development within their decision confirming that the proposals would not be out of place when one takes into consideration the scale of existing development within the locality in which some is over two storeys, including the Stanstead Business Centre nearby. Notably, the business centre lies approximately 100m to the south and is equivalent to three storeys in height.
- 14.3.24** The Inspector also considers the development's relationship with existing development and due to the separation distance, there is scope for the scheme to provide an acceptable relationship with existing development in the locality.
- 14.3.25** The scale of the care home building is appropriate in relation to the character and appearance of the surrounding area. The building has been sensitively integrated within the tradition-built context using proportions, roof forms and details similar to surrounding larger buildings ensuring a subservient and well-proportioned building.
- 14.3.26** The scale and form of proposals has been sensitively integrated into the built form so that it does not dominate the development, the surrounding locality, or the street scene.
- 14.3.27** The proposals generally adopt typical building forms, composition, articulation, and proportions in the locality and thus the scale and form of the proposals are deemed to be appropriate.

14.3.28 Appearance:

14.3.29 Appearance is the aspects of a building or space within the development which determine the visual impression the building or space makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour, and texture.

14.3.30 The materials used for a building affect how well it functions and lasts over time. They also influence how it relates to what is around it and how it is experienced. The scale, form, and appearance of a building influence what materials may be appropriate for its construction. Materials should be practical, durable, affordable, and attractive. Choosing the right materials can greatly help new development to fit harmoniously with its surroundings.

14.3.31 It is acknowledged that there is a wide diversity of traditional rural building types, from different periods within the district and the town of Takeley. External finishing materials will need to be natural and match the colour size and texture to reflect the surrounding character to reflect the design of the locality.

14.3.32 The care home building is more contemporary in design with elements of traditional detailing. The building will utilise materials and finishes which can be found in the surrounding locality. External materials will range from facing red brick and coursing, white colour render, and black/dark grey composite timber cladding for the walls and grey slate effect ridge tiles for the roof. Balconies, rainwater downpipes and guttering, window and door openings will be framed in aluminium powder coated anthracite grey.

14.3.33 Window and door openings have been arranged to emphasise the visual strength of the facades by allowing as much as possible wide solid piers as between openings and to help provide a symmetrical and balanced appearance.

14.3.34 The roof of a building is its most visible feature and forms a key part of the building's character. Traditional buildings' roofs are generally simple in character and composed of local materials. The roof form of the care home will vary in height with different ridgelines, it will be set over the long and narrow plain form of the building and consist of both gable projections and hipped roof forms.

14.3.35 The architectural treatment has been designed to provide a cohesive development, whilst creating individuality to the dwellings and interest in the local area and is considered to comply with existing policy.

14.3.36 The scheme proposes to interpret the Essex vernacular in a modern way, using contemporary building forms and materials, but applying them to buildings that meet 21st Century Building Regulations and performance standards.

- 14.3.37** The proposals seek to respond to the location of the site on the edge of the town and provide a good quality development. The vernacular, architectural detailing and features will respond and contribute to local character.
- 14.3.38** Quality of Accommodation:
- 14.3.39** For proposal(s) for specialist residential accommodation, including care homes, nursing homes and other non-custodial institutions, the development must ensure sufficient external space to accommodate the normal recreational and other needs of residents, visitors, or employees. The National Planning Policy Framework supports 'strong, vibrant, and healthy communities', seeks positive improvements in the quality of people's lives, by 'improving the conditions in which people live', and always seeking 'a good standard of amenity for all and future occupants of land and buildings'
- 14.3.40** Unlike for residential dwellings or apartments and flats, there is no minimum requirement for outdoor amenity space for residential care homes referenced either within the Adopted Local Plan, Supplementary Planning Documents, or the Essex Design Guide.
- 14.3.41** However, the Department of Health document 'Care Homes for Older People National Minimum Standards Care Homes Regulations' provides guidance in that appropriate outdoor amenity space should be provided to meet the circumstances of residents of the care home. Once again there is no minimum provision for outdoor space to be provided.
- 14.3.42** Approximately 0.3 of outdoor amenity space is provided including a designated communal area located in the northwestern corner of the site. Furthermore, private terrace areas for the ground floor units along with balconies extending off the dining/lounge rooms on the first and second floors of the building providing further space. It is considered that this outdoor space provides a suitable service for the provision of social and safe outdoor environment where residents can relax or take part in outdoor activities.
- 14.3.43** All new development, as part of a future growth agenda for Essex, should provide climate friendly proposals in terms climate change mitigation and adaptation measures. Robust and effective designs provide an excellent mechanism to ensure that such measures are delivered within new schemes.
- 14.3.44** The applicant has indicated within their Design and Access Statement that the design of the proposals to help tackle climate change and reduce carbon emissions will include the following techniques and features:
- Improved energy efficiency through siting, design, and orientation.

- Surpass current building regulations Part L and will be at least in line with the Future Homes Standard / Future Buildings Standard.
- Sustainable Urban Drainage Systems (SUDs).
- Fabric First approach in the design of building.
- Use of building materials capable of being recycled.
- Use of local building materials where possible.
- An element of construction waste reduction or recycling.
- Electric or air sourced heat pumps as a primary heat source; and
- Electric vehicle charging points.

14.3.45 A suitable worded planning condition should be imposed if permission is granted for the applicant to provided details prior to the construction of the dwellings how the proposals will meet the required standards set out in the Interim Climate Change policy.

14.3.46 The Police Designing Out Crime Officer has suggested amendments or additional details be incorporated into the scheme to help improve the overall security of the development. These matters are relatively minor in relation to the overall scheme and are appropriately dealt with by a condition, should planning permission be granted.

14.4 B) Access to the site and highway issues

14.4.1 Access:

14.4.2 Access to the development was approved as part of the outline application which established access to the site. There is one main access point, in the form of a priority T junction that extends from the four-arm roundabout from Parsonage Road.

14.4.3 Parking:

14.4.4 Policy GEN8 of the Local Plan states that development will not be permitted unless the number, design and layout of vehicle parking places proposed is appropriate for the location as set out in the Supplementary Planning Guidance 'Vehicle Parking Standards.

14.4.5 It should firstly be acknowledged that no residents occupying the care home facility will have their own vehicles on site.

14.4.6 The Adopted Council Parking Standards recommends that a maximum of 1 space per full time staff and 1 visitor space for every 3 bedrooms for a residential care home. All parking spaces are a minimum of 2.9m x 5.5m.

14.4.7 The amount of parking required for this site is linked to the operational requirements for both staff and visitors. The Applicant has confirmed that the total number of staff is 46 full time and 20 part time. This equates to 56 full time equivalent.

- 14.4.8** However, not all staff are on site at any one time due to different shift changes through the day/night. It was considered appropriate at the outline planning application stage that staff parking should relate to the maximum number of staff on-site at any one time. This would be 26 during the daytime and afternoon shift on a weekday.
- 14.4.9** Furthermore, the Applicant has taken into consideration the 2011 Census to determine means of local population travel modes to and from places of employment. The 2011 Census confirmed that on average 80% of the population in Takeley travelled to work by a private motor vehicle. The remaining 20% was by other means of transport such as walking, cycling or public transport.
- 14.4.10** Taking the above into account, based on the maximum number of staff being 26 at any one time, and considering that 80% of staff would travel by car, the Applicant submits that 20 off street parking spaces would accommodate the peak demand for staff parking.
- 14.4.11** Regarding visitor parking, based on the accommodation mix provided, a maximum of 22 off street parking spaces would be required across the development for visitor parking.
- 14.4.12** The Applicant stipulates that visitors are not frequent and most visiting takes place at weekends and in the evenings. Visitor times are normally in place to manage access and visiting hours are generally limited to 5 hours spread out across the day.
- 14.4.13** A total of 29 off-street parking spaces have been provided across the site and 2 disable spaces in addition. Two of these spaces will be provided with electric charging points. In addition, 2 spaces have been provided for two power wheel vehicles (e.g., motorcycle).
- 14.4.14** Given the justification as presented above in that there is a maximum need for 20 spaces for staff, this would leave 9 spaces free within the car park for visitors.
- 14.4.15** The site is highly sustainable within easy walking and cycling distance of the village and close to public transport links with bus stops located immediately adjacent the site. Furthermore, it should be recognised that both local and national guidance encourages and promotes the use of other means of sustainable transport and not rely on the need of private motor vehicles where possible.
- 14.4.16** The application was consulted to Essex County Council who are the lead local highway authority. They confirmed that following several revisions to the layout of the scheme to increase the amount of off-street parking for both staff and visitors across the site, an appropriate parking provision has now been provided as not to result in an overspill of parking in the surrounding highways. As such, the proposals would not amount to unwanted traffic congestion or result in harm to all users of the highways.

14.4.17 The parking standards also requires a minimum of 1 secured and undercover cycle space for every 5 members of staff. A secured bike store has been provided near the front entrance of the site to provide adequate cycle storage for members of staff.

14.4.18 Refuse and Service Vehicles:

14.4.19 It has been stipulated by the Applicant that the site access point, and the internal parking court layout has been designed to accommodate refuse and emergency vehicles as appropriate to meet servicing standards. Space has been created within the site layout to allow manageable reversing and turning manoeuvres.

14.5 C) Landscaping

14.5.1 In good landscape design, both soft landscaping and hard landscaping are essential elements, and both need consideration. The principal aims of a good quality landscape plan are to secure a coordinated and high standard of landscape management for the landscape areas within the site, to ensure the successful integration of the residential development with the surrounding landscape and to protect and enhance nature conservation interests in accordance with the design objectives.

14.5.2 The layout and design of the development, including landscaping, should seek to reflect the vernacular of the locality. Native species should be provided for structural planting and linked to existing vegetation to be retained.

14.5.3 Existing mature vegetation along the boundaries of the site have where possible been retained and are used to enhance public open space areas throughout the development to achieve a better sense of wellbeing and place making for future occupiers within the development.

14.5.4 The general landscape layout has been designed to help enhance the overall character and appearance of the development and creates a pleasant environment for both residents and staff. Extensive grassed areas and garden beds along with street trees will provide an open and attractive aspect around the perimeter of the site. In addition, the soft landscaping would be easily maintained and allow for future growth. The landscaping is appropriate in that it will help soften the built form of the development and reflect its wider setting.

14.5.5 Regarding the hard landscape areas, the block paving for the parking spaces, pedestrian walkways and internal roads will be a different colours and textures. This will reduce starkness and helps to identify the functions of these hard landscape elements.

14.6 D) Whether the proposal would cause harm to the amenities of adjoining property occupiers

- 14.6.1** Due consideration has been given in relation to the potential harm cause to the amenities enjoyed by adjoining residential property occupiers.
- 14.6.2** The site plan shows a degree of separation between the proposed care home and the future adjoining dwellings that would ensure that the amenities of these properties will be largely protected. The distance would conform to the relevant setbacks within the Essex Design Guide and as such the proposal would not result in a significant degree of overlooking, overshadowing and would neither be visually intrusive nor overbearing when viewed from adjoining properties.
- 14.6.3** In relation potential impacts at the construction stage, particular in relation to air quality, noise and vibration, a condition attached to the outline consent requiring a Construction Management Plan would ensure to address these points when the details are submitted.
- 14.6.4** It is concluded that the development would not result in excessive harm to the amenities enjoyed by adjoining residential property occupiers and that the proposal would comply with local policies GEN2 and GEN4.

14.7 E) Other Issues

- 14.7.1** Other material planning considerations such as contamination, noise, biodiversity, and drainage were assessed as part of the outline application were the Inspector concluded that no significant harm would occur subject to appropriate mitigation.
- 14.7.2** Relevant conditions requiring details of noise to protect the amenities of future residents from vehicle and airport traffic, along with investigation works as to the potential of contaminates contained within the site have been imposed on the outline decision and are required to be submitted and approved by the Council prior to works taken place.
- 14.7.3** A condition in relation to ecology was secured under the outline planning permission UTT/19/0394/OP including an ecological mitigation and enhancement scheme including details of all external lighting.
- 14.7.4** Condition 10 imposed on the approved outline permission granted by the Inspector requires that no development other than preliminary site preparation works shall commence until a detailed surface water drainage scheme has been submitted to, and approved in writing by, the Local Planning Authority and that this scheme shall be based on sustainable drainage principles.
- 14.7.5** The details required by the above pre-commencement conditions imposed on the outline consent by the Inspector have yet to be submitted to the Council.

15. ADDITIONAL DUTIES

15.1 Public Sector Equalities Duties

- 15.1.1** The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers.
- 15.1.2** The Committee must be mindful of this duty inter alia when determining all planning applications. In particular, the Committee must pay due regard to the need to: (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 15.1.3** Due consideration has been made to The Equality Act 2010 during the assessment of the planning application, no conflicts are raised.

15.2 Human Rights

- 15.2.1** There may be implications under Article 1 (protection of property) and Article 8 (right to respect for private and family life) of the First Protocol regarding the right of respect for a person's private and family life and home, and to the peaceful enjoyment of possessions; however, these issues have been taken into account in the determination of this application.

16. CONCLUSION

- 16.1** The proposed layout of the site generally accords with the approved indicative masterplan that was granted permission under the outline application. The layout, size and scale of the proposals is considered appropriate to reflect the character and appearance of the characteristics of the site and its wider context. It would integrate well with the surrounding built form and the natural environment whilst at the same time providing a sense of well-being for future occupiers and those people visiting the site. The proposed landscaping and open space including street frontage is appropriate.
- 16.2** The proposed development would cause no harm in relation to highway safety and promotes active travel and permeability. In addition, appropriate parking provision has been incorporated into the scheme that will meet the needs of staff and visitors.
- 16.3** The living conditions of future occupiers of the new care home would be appropriate and the proposals would not lead to excessive harm upon the

amenities of existing and future adjoining property occupiers surrounding the site.

- 16.4** The proposals comply with the guidance and standards as set out within the Uttlesford District Council's Adopted Local Plan (2005), relevant supplementary planning documents and the National Planning Policy Framework. It is thereby recommended that this reserve matters application relating to details concerning Appearance, Scale, Layout and Landscaping be approved in association with outline permission reference UTT/19/0394/OP subject to the conditions outline below.

17. Conditions

- 1.** The development hereby permitted shall be begun before the expiration of 3 years from the date of this decision.

REASON: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2.** The development hereby permitted shall be carried out in accordance with the approved plans as set out in the Schedule.

REASON: For the avoidance of doubt as to the nature of the development hereby permitted, to ensure development is carried out in accordance with the approved application details, to ensure that the development is carried out with the minimum harm to the local environment, in accordance with the Policies of the Uttlesford Local Plan (adopted 2005) as shown in the Schedule of Policies.

- 3.** The external finishing materials of the development hereby approved shall be constructed in accordance with the details indicated on Drawing No. 304.07 P22-2854-DE-007-A-11.

REASON: In the interest of preserving the character and appearance of the surrounding area in accordance with Policy GEN2 of the Adopted Local Plan and the National Planning Policy Frameworks.

- 4.** Prior to the commencement of the development, a detailed Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority, and the plan shall include the following:

- a) The construction programme and phasing.
- b) Details of any highway works necessary to enable construction to take place.
- c) Details of hoarding.
- d) Management of traffic to reduce congestion.

- e) Control of dust and dirt on the public highway.
- f) Details of consultation and complaint management with local businesses and neighbours.
- g) Waste management proposals.
- h) Mechanisms to deal with environmental impacts such as noise and vibration, air quality and dust, light and odour.
- i) Details of any proposed piling operations, including justification for the proposed piling strategy, a vibration impact assessment and proposed control and mitigation measures.

All works shall be carried out in accordance with the approved CEMP thereafter.

REASON: In the interests of highway safety and the control of environmental impacts on existing residential properties in accordance with Policies GEN1, ENV10 of the Uttlesford District Council Local Plan as Adopted (2005), and the National Planning Policy Guidance.

5. The planting proposals hereby approved shall be carried out no later than during the first planting season following the date when the development hereby permitted is ready for occupation or in accordance with a programme agreed in writing with the council. All planted materials shall be maintained for five years and any trees or plants removed, dying, being severely damaged or becoming seriously diseased within 5 years of planting shall be replaced with others of similar size and species to those originally required to be planted.

REASON: To ensure that the appearance of the development is satisfactory in accordance with Local Policy GEN2 Uttlesford Local Plan Adopted (2005) and the National Planning Policy Guidance.

6. No fixed plant or machinery shall be installed on the site until details of the level of noise generated by the plant or machinery have been submitted to, and approved in writing, by the Local Planning Authority. The rating level noise resulting from the operation of fixed plant or machinery shall not exceed the existing background noise level inclusive of any penalty for tonal, impulsive or other distinctive acoustic characteristics when measured or calculated according to the provisions of BS4142:2014. The plant shall thereafter be installed and maintained in accordance with the approved details.

REASON: To protect human health and the environment in accordance with Policies GEN2 and GEN4, of the Uttlesford District Council Local Plan as Adopted (2005), the National Planning Policy Guidance.

7. Prior to commencement of the development hereby approved, measure of renewable energy/climate control and water efficiency measures associated with the development shall be submitted to and approved in writing by the local planning authority. Thereafter, all approved measures shall be implemented prior to the occupation of the development and

thereafter retained unless otherwise agreed in writing by the local planning authority.

REASON: To ensure the development is sustainable and makes efficient use of energy, water and materials and has an acceptable appearance to comply with Policies ENV13 and GEN2, of the Uttlesford District Council Local Plan as Adopted (2005), the National Planning Policy Guidance, as well as Uttlesford District Council's Interim Climate Change Policy document (2021) and the Uttlesford Climate Change Strategy 2021-2030.

8. The proposed development shall not be occupied until such time as the vehicle parking area indicated on drawing no: P22-2854_DE_005_G_01, including 29no. car parking spaces and 2no. car parking spaces for the mobility impaired, has been hard surfaced, sealed and marked out in parking bays. The vehicle parking area and associated turning area shall be retained in this form at all times. The vehicle parking shall not be used for any purpose other than the parking of vehicles that are related to the use of the development unless otherwise agreed with the Local Planning Authority.

REASON: To ensure that on street parking of vehicles in the adjoining streets does not occur in the interests of highway safety and that appropriate parking is provided in accordance with Policy GEN8 of the Uttlesford District Council Local Plan as Adopted (2005), the National Planning Policy Guidance.

Statutory Consultee Responses

Highway Authority

Your Ref: UTT/23/0062/DFO
Our Ref: HT/SD/RMc/34331
Date: 02/11/2023



CC (by email): Cllr Barker

To: Uttlesford District Council
Assistant Director Planning & Building Control
Council Offices
London Road
Saffron Walden
Essex
CB11 4ER

Paul Crick
Director of Highways and Transportation

County Hall
Chelmsford
Essex
CM1 1QH

Recommendation

Application No. UTT/23/0062/DFO

Applicant Portland Care Ltd And Endurance Estates Land Promotion Ltd 1 Station Road
Foxton Cambridge CB22 6SA

Site Location Land East Of Parsonage Road Takeley

Proposal Details following outline application UTT/19/0394/OP for a 66 bed care home -
details of appearance, landscaping, layout and scale

The highway authority provided a response dated 28th March 2023 – this detailed that the proposal was not acceptable for a number of reasons. The applicant subsequently submitted a revised site layout plan (drawing no. P22-2854_DE_005_D_01) and Technical Note 01 – Car Parking (dated July 2023) which was also found to be unacceptable, for the reasons provided in our response dated 5th September 2023. Following that response, a meeting was held with the applicant's transport consultant resulting in the submission of a revised site plan, revised hard landscaping zoning plan and Technical Note 02 – Car Parking (dated Oct 2023). The highway authority has now reviewed the revised submission.

From a highway and transportation perspective the impact of the proposal is acceptable to the Highway Authority subject to the following mitigation:

1. The proposed development shall not be occupied until such time as the vehicle parking area indicated on drawing no: P22-2854_DE_005_G_01, including 29no. car parking spaces and 2no. car parking spaces for the mobility impaired, has been hard surfaced, sealed and marked out in parking bays. The vehicle parking area and associated turning area shall be retained in this form at all times. The vehicle parking shall not be used for any purpose other than the parking of vehicles that are related to the use of the development unless otherwise agreed with the Local Planning Authority.

Reason: To ensure that on street parking of vehicles in the adjoining streets does not occur in the interests of highway safety and that appropriate parking is provided in accordance with Policy DM8.

The above conditions are required to ensure that the development accords with the Highway Authority's Development Management Policies, adopted as County Council Supplementary Guidance in February 2011 and Uttlesford Local Plan Policy GEN1.

A handwritten signature in black ink that reads "P. Crick".

pp. Director of Highways and Transportation

National Highways



National Highways Planning Response (NHPR 21-09) Formal Recommendation to an Application for Planning Permission

From: Martin Fellows(Regional Director)
Operations Directorate
East Region
National Highways
PlanningEE@highwaysengland.co.uk

To: Uttelsford District Council

CC: transportplanning@dft.gov.uk
spatialplanning@highwaysengland.co.uk

Council's Reference: UTT/23/0062/DFO

NH Ref

Location: Land East Of Parsonage Road Takeley

Proposal: Details following outline application UTT/19/0394/OP for a 66 bed care home – details of appearance, landscaping, layout and scale

Referring to the consultation on a planning application dated 12 Jan 23 referenced above, in the vicinity of the A120 that forms part of the Strategic Road Network, notice is hereby given that National Highways' formal recommendation is that we:

- a) offer no objection (see reasons at Annex A);
- ~~b) recommend that conditions should be attached to any planning permission that may be granted (see Annex A – National Highways recommended Planning Conditions & reasons);~~
- ~~c) recommend that planning permission not be granted for a specified period (see reasons at Annex A);~~
- ~~d) recommend that the application be refused (see reasons at Annex A)~~

Highways Act 1980 Section 175B is not relevant to this application.¹

This represents National Highways' formal recommendation and is copied to the Department for Transport as per the terms of our Licence.

¹ Where relevant, further information will be provided within Annex A.

Should the Local Planning Authority not propose to determine the application in accordance with this recommendation they are required to consult the Secretary of State for Transport, as set out in the [Town and Country Planning \(Development Affecting Trunk Roads\) Direction 2018](#), via transportplanning@dft.gov.uk and may not determine the application until the consultation process is complete.

Signature: 	Date: 17 January 2023
Name: Mark Norman	Position: Spatial Planner
National Highways Highways England Woodlands Manton Lane Bedford MK41 7LW	

Annex A National Highway's assessment of the proposed development

National Highways has been appointed by the Secretary of State for Transport as a strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). The SRN is a critical national asset and as such we work to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.

This response represents our formal recommendations with regards to UTT/23/0062/DFO and has been prepared by Mark Norman.

Given the nature and location of this application it is unlikely to result in a severe impact upon the Strategic Road Network.