

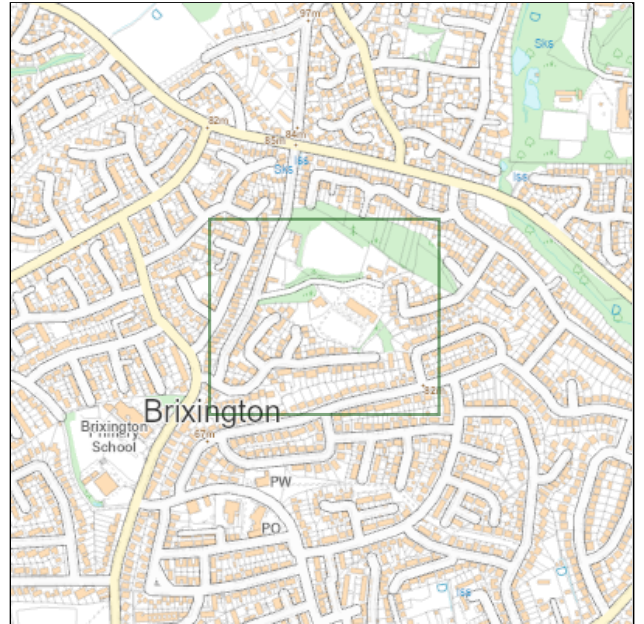
Ward Exmouth Brixington

Reference 22/1873/FUL &
22/1874/LBC

Applicant Halcyon Care Ltd (Mr Pradham)

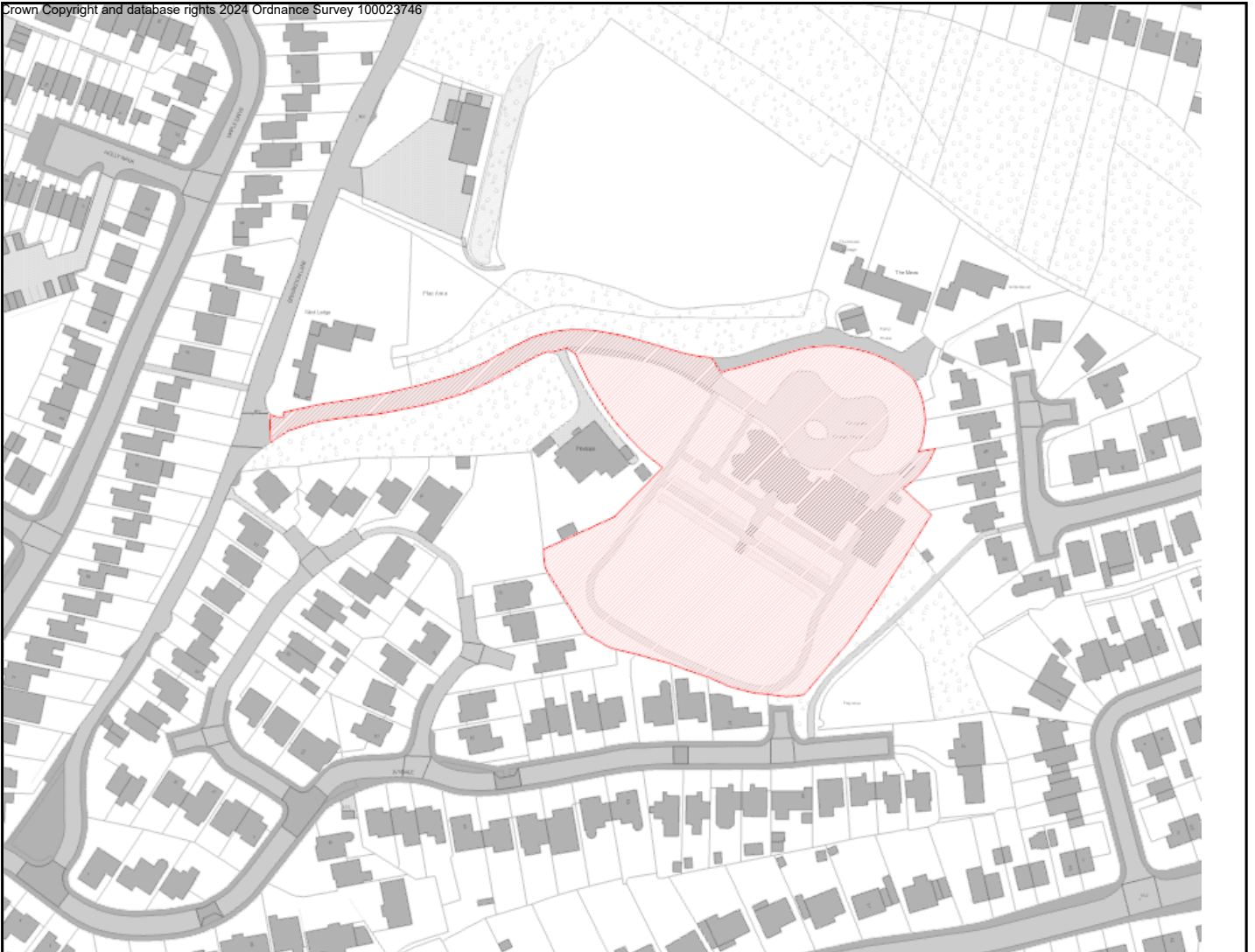
Location Knappe Cross Nursing Home Brixington Lane
Exmouth EX8 5DL

Proposal Single storey rear extension for 8 bedrooms



RECOMMENDATION: Approval with conditions

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		Committee Date: 26.03.2024
Exmouth Brixington (Exmouth)	22/1873/FUL	Target Date: 27.10.2022
Applicant:	Halcyon Care Ltd (Mr Pradham)	
Location:	Knappe Cross Nursing Home Brixington Lane	
Proposal:	Single storey rear extension for 8 bedrooms	

RECOMMENDATION: Approval with conditions

		Committee Date: 26.03.2024
Exmouth Brixington (Exmouth)	22/1874/LBC	Target Date: 27.10.2022
Applicant:	Halcyon Care Ltd (Mr Pradham)	
Location:	Knappe Cross Nursing Home Brixington Lane	
Proposal:	Single storey rear extension for 8 bedrooms	

RECOMMENDATION: Approval with conditions

EXECUTIVE SUMMARY

These applications are before Committee having been referred from Chair Delegation Meeting.

The applications seek planning permission and listed building consent for the construction of single storey extension to the Knappe Cross Nursing Home to provide an additional 8 bedspaces, with associated works.

The extension is proposed on the north eastern side of the building in an area which is currently occupied by shrub planting and a grassed area adjacent to the existing car park.

An additional 8 bedrooms would be accommodated in the building which has been designed to have the appearance of a 'pavilion' type structure, with large areas of glazing under an asymmetrical sedum roof. It is separate to the original listed building, being attached by a glazed link to a previously extended part of the nursing home.

The amended proposal, reducing the scale of the development and amended design, layout and position of the new extension is considered to have overcome previous concerns regarding the impact on the attached heritage asset such that it will result in less than substantial harm. Whilst balanced, this harm is considered to be outweighed by the public benefits of providing further necessary care provision within the wider Exmouth area.

Additional parking to serve the development has been provided, together with the retention of trees and appropriate means of disposal of surface water will result in a development which is in compliance with policies within the Local and Neighbourhood Plan and the advice contained within the National Planning Policy Framework and Planning Guidance and the applications are recommended for approval of planning permission and listed building consent.

CONSULTATIONS

Local Consultations

Parish/Town Council

17/01/24 - Meeting 15.01.24

Objection sustained; the applicant had still not demonstrated that surface water resulting from the development would be controlled and satisfactorily mitigated. Policy EN5 of the Exmouth Neighbourhood Plan requires that a drainage impact assessment should be submitted. The amended plans did not appear to mitigate the concerns raised by the Conservation officer.

Technical Consultations

Devon County Council - Social Services

13/07/23 - I am Business Relations Officer working within Devon County Council's Market Management Team and are fully aware of the plans to extend this care home by adding an 8 bed extension.

Devon County Council are in full support of this proposed extension as this care home is strategically relevant to meeting the needs of local residents in Exmouth and the surrounding area. We have a good working relationship with this provider and regularly make placements from the local hospital and community. This additional bed capacity will also support local gaps in nursing provision.

County Highway Authority

26/09/23 - Addendum 25/09/2023

The CHA has reviewed the additional parking plan and is satisfied that the presented parking plan with re-landscaping will provide additional parking places, whilst it is the policy of East Devon District Council (EDDC) to administer parking numbers, the CHA is content that due to the likely recipients from the additional bedrooms, a parking space per additional bedroom would not be required and sufficient parking is provided to avoid on-carriageway parking from this development. Additionally sufficient space is provided to facilitate off-carriageway turning.

Recommendation:

THE HEAD OF PLANNING, TRANSPORTATION AND ENVIRONMENT, ON BEHALF OF DEVON COUNTY COUNCIL, AS LOCAL HIGHWAY AUTHORITY, MAY WISH TO RECOMMEND CONDITIONS ON ANY GRANT OF PLANNING PERMISSION

Conservation

18/01/24 - ADDRESS: Knappe Cross Nursing Home, Brixington Lane, Exmouth

GRADE: II APPLICATION NO: 22/1874/LBC & 22/1873/FUL

Grade II Knappe Cross is designated for historical and architectural interest. The proposed extension will introduce modern built form into the historic setting, and will partially conceal a small area of the building to the north east; an elevation which is not immediately visible upon approach.

The considerate design and use of materials such as Siberian larch and a Sedum roof reduces the visual impact, and the new structure will have no physical impact upon the historic fabric of the building; the existing openings and structural integrity being retained and conserved. The proposed extension will not alter or subsume the historic footprint of the house.

As previously suggested it is considered that there will be some harm to the listed building, but in agreement with the conclusions of the Heritage Statement, and as stated before, this harm is less than substantial. In line with para 208 of NPPF23 this harm should therefore be weighed against the public benefits of the scheme, including securing the optimum viable use of Knappe Cross as a Nursing Home and ensuring the long-term use, enjoyment and conservation of the building.

EDDC Trees

19/07/23 - No objection subject to the following condition be put in place to ensure the retained trees are afforded protection during construction.

Other Representations

Four representations have been received raising the following objections (summarised):

- Impact/removal of existing trees
- Loss of privacy
- Additional noise and disturbance
- Increased risk of flooding from surface water run off
- Loss of parking on site
- Impact of relocation of workshop
- Additional traffic
- Impact on highway safety

PLANNING HISTORY

Reference	Description	Decision	Date
22/1874/LBC	Single storey rear extension for 8 bedrooms	Pending Consideration	

POLICIES

Adopted East Devon Local Plan 2013-2031 Policies

Strategy 6 (Development within Built-up Area Boundaries)

Strategy 22 (Development at Exmouth)

Strategy 36 (Accessible and Adaptable Homes and Care/Extra Care Homes)

Strategy 38 (Sustainable Design and Construction)

D1 (Design and Local Distinctiveness)

D2 (Landscape Requirements)

D3 (Trees and Development Sites)

EN14 (Control of Pollution)

EN19 (Adequacy of Foul Sewers and Adequacy of Sewage Treatment System)

EN22 (Surface Run-Off Implications of New Development)

TC7 (Adequacy of Road Network and Site Access)

TC9 (Parking Provision in New Development)

Exmouth Neighbourhood Plan

EN1- Development within the Built-up Area Boundary

EN5 – Surface Water

EB2 - Design and Development

Government Planning Documents

National Planning Policy Framework 2023

National Planning Practice Guidance

Site Location and Description

Knappe Cross House is a large attractive Grade II listed building situated in spacious landscaped gardens with a number of large protected trees within it. It occupies a secluded position, accessed from a private driveway from Brixington Lane.

A two storey extension was added to the western side of the house in the early 1990's to provide additional accommodation.

Externally parking is provided on the northern side of the building, which due to its location and elevated position is effectively double fronted with the main entrance to the north and large bay windows to the southern elevation enjoying the outlook across the garden and beyond towards the Exe Estuary.

Proposed Development

Planning permission is sought for the construction of a single storey extension to provide an additional 8 bedrooms and associated facilities.

The extension would be situated on the north eastern side of the existing building with a glazed link from the proposed extension into the more recently extended part of the main building. It comprises a single storey building with a gently sloping mono-pitched sedum roof, with full height glazed windows having its main aspect over the entrance and parking area serving the home.

During the course of the application the accommodation has been reduced from an initial 11 bedrooms, and the design altered to reduce the scale and form of the building.

Parking is located to the front of the entrance with an additional four parking spaces provided to serve the additional accommodation.

ANALYSIS

Consideration and Assessment

The main issues to be considered in the determination of this application relate to the principle of the proposed development, the design and scale of the proposed extension and impact on the Grade II Listed building, and any impact on highway safety, trees, residential amenity, or flood risk.

Principle

Knappe Cross is an established nursing home that has operated in this location for many years. The changing level of care and the specialist nature of the services offered by the home have resulted in additional facilities and further improved accommodation being required. There is a recognised need, identified within the local plan for further development of Care/Extra Care bed spaces at Exmouth, and it is

considered that providing an additional eight bedrooms, the proposal would be supported by policy, and would offer improved facilities for the residents.

Design, Scale and Heritage Impact

Knappe Cross is a large attractive building which has been extended by the addition of a new wing added during the 1990s.

The proposed building is single storey in form, attached to the extended main building by a glazed linking corridor. It is set at a slightly lower level than the main building in what is currently part of the external storage, landscaped and parking area. The scale and design of the building has been amended during the course of the application, being reduced by 3 bedrooms and the introduction of large glazed windows on the principle elevation resulting in the more subservient building having a 'lighter' weight and more contemporary appearance.

Whilst attached to the extended part of the main building by a corridor, the extension has the appearance of a separate building and ancillary structure from the parking area and entrance to the main house. The design and scale of the building and its subservient form is not considered to be visually dominant or have any substantial visual impact on its surroundings.

It is recognised that any extension in this location will have an impact on the setting of Knappe Cross as a Grade II Listed Building. A detailed heritage statement has been submitted with the application which has addressed concerns raised by the Conservation Officer regarding the lack of details of the house in full context, an assessment of the significance of the building and justification for the proposal.

The extension will introduce modern built form into the historic setting and will partially conceal a small area of the northeastern elevation. However, the Conservation Officer finds that the design is considerate and proposed materials will reduce visual impact and the new structure will not have any physical impact on the historic fabric of the building and the existing openings and structural integrity will be retained and conserved.

The main aspect, and most important views of the house are from the gardens to the southwest of the building, from which the historic context of the former private house can be seen. The proposed extension, being on the northeast elevation is not visible from this aspect.

Overall, the Conservation Officer concludes that there will be some harm to the listed building but agrees with the conclusions of the Heritage Statement that this harm is less than substantial.

Therefore, in accordance with Paragraph 208 of the National Planning Policy Framework 2023, this harm needs to be weighed against the public benefits of the proposal.

Paragraph 208 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a heritage asset, this harm should be

weighed against the public benefit of the proposal including, where appropriate, securing its optimum viable use. In this case public benefit would arise by providing accommodation for eight additional residents which is considered to make a contribution towards the supply of specialist care accommodation and hereby helping to reduce the recognised shortfall of suitable accommodation within the local area.

It is considered that the public benefits arising from the proposal would outweigh any less than substantial harm to the identified heritage asset and that the development would accord with Policy EN9 (Development Affecting a Designated Heritage Asset) of the East Devon Local Plan 2013-2031, and paragraph 202 of the NPPF21.

Impact on Character of the Area

The proposed development is entirely contained within the grounds of the care centre and, due to the existing planting and boundary trees will not be visible from external viewpoints such that it would have any detrimental visual impact.

Highway Safety and Parking

Access to Knappe Cross is via Brixington Lane which leading to the care home is a single width road with passing spaces and unsuitable for parking. The proposed additional bedrooms may result in a very modest increase in vehicle movements, although it is anticipated that the majority of staff and visitors will combine journeys with either work or visits to the main care centre.

The consultation response from the highway authority are noted and additional parking information/ plan has been submitted which indicates that a further 4 spaces are proposed. This level of additional on-site provision is considered to be acceptable to accommodate any additional traffic arising from the development, and to address the reservations expressed.

No other highway safety concerns have been raised.

Trees

The whole of Knappe Cross is covered by a blanket tree preservation order which dates back to 1973, with a number of additional trees, both within and adjacent to the site protected individually, under a 2018 order (18/0096/TPO).

The application has been submitted with an arboricultural impact assessment which identifies the loss of some established planting and some young trees identified as being of poorer quality, but retaining all the large mature pine trees located to the north and on the boundary of the site.

Whilst the loss of any trees is regrettable, no objections are raised by the Councils Arboricultural Officer and it is not considered that any substantive loss of amenity will arise from their removal. Subject to appropriate measures being put into place to ensure the protection of the retained trees, no objection is raised on arboricultural terms.

Residential Amenity

There are residential properties located to the north and north east of the site which may be affected by some additional noise and disturbance during the construction period and it is considered that any approval should be appropriately conditioned to ensure that any disturbance is kept to a minimum.

Once constructed, however, the use of the building is unlikely to result in any substantive loss of amenity for neighbouring residents.

Flood Risk

Concerns have been raised by the Town Council and neighbouring residents regarding a possible increase in surface water run-off arising from the development. As part of the revised design of the building a sedum roof is proposed which will significantly reduce any surface water run-off, with any additional water being able to be accommodated within the existing harvesting system.

In addition details of the proposed Surface Water Drainage system, including the installation of a storage and slow release system have been submitted and can be conditioned to ensure that suitable surface water arrangements are put in place.

On the above basis the proposal is considered to comply with policy EN22 (Surface Run-off Implications of New Development) of the Local Plan.

CONCLUSION

The amended proposal, reducing the scale of the development and amended design, layout and position of the new extension is considered to have overcome previous concerns regarding the impact on the attached heritage asset such that it will result in less than substantial harm. Whilst balanced, this harm is considered to be outweighed by the public benefits of providing further necessary care provision within the wider Exmouth area.

Additional parking to serve the development has been provided, together with the retention of trees and appropriate means of disposal of surface water will result in a development which is in compliance with policies within the Local and Neighbourhood Plan and the advice contained within the National Planning Policy Framework and Planning Guidance and the applications are recommended for approval and listed building consent.

RECOMMENDATIONS

22/1873/FUL

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 and shall be carried out as approved.

(Reason - To comply with 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 listed at the end of this decision notice.

(Reason - For the avoidance of doubt.)

3. (a) Prior to commencement of any works on site (including demolition), the Tree Protection measures shall be carried out as detailed within the Arboricultural Impact Assessment and Tree Protection Plan submitted by Coastal tree Consultancy (dated 08/06/2023). All works shall adhere to the principles embodied in BS 5837:2012 and shall remain in place until all works are completed, no changes to be made without first gaining consent in writing from the Local Authority

(b) No operations shall be undertaken on site in connection with the development hereby approved (including any tree felling, tree pruning, demolition works, soil moving, temporary access construction and / or widening or any operations involving the use of motorised vehicles or construction machinery) until the protection works required by the approved protection scheme are in place.

(c) No burning shall take place in a position where flames could extend to within 5m of any part of any tree to be retained.

(d) No trenches for services or foul/surface water drainage shall be dug within the crown spreads of any retained trees (or within half the height of the trees, whichever is the greater) unless agreed in writing by the Local Planning Authority. All such installations shall be in accordance with the advice given in Volume 4: National Joint Utilities Group (NJUG) Guidelines for the Planning, Installation and Maintenance of Utility Apparatus in Proximity to Trees (Issue 2) 2007.

(e) No excavations for services, storage of materials or machinery, parking of vehicles, deposit or excavation of soil or rubble, lighting of fires or disposal of liquids shall take place within any area designated as being fenced off or otherwise protected in the approved protection scheme.

(f) Protective fencing shall be retained intact for the full duration of the development hereby approved and shall not be removed or repositioned without the prior written approval of the Local Planning Authority.

(g) No trees, shrubs or hedges within the site which are shown as being planted or retained on the approved plans shall be felled, uprooted, wilfully damaged or destroyed, cut back in any way or removed without the prior written consent of the Local Planning Authority. Any trees, shrubs or hedges removed without such consent, or which die or become severely damaged or seriously diseased within five years from the occupation of any building, or the development hereby permitted being brought into use shall be replaced with trees, shrubs or hedge plants of similar size and species unless the Local Planning Authority gives written consent to any variation.

(Reason - To ensure retention and protection of trees on the site prior to and during construction in the interests of amenity and to preserve and enhance the character and appearance of the area in accordance with Policies D1 - Design and Local Distinctiveness and D3 - Trees and Development Sites of the Adopted New East Devon Local Plan 2013-2031).

4. A Construction and Environment Management Plan must be submitted to and approved by the Local Planning Authority prior to any works commencing on site, and must be implemented and remain in place throughout the development. The CEMP shall include at least the following matters: Air Quality, Dust, Water Quality, Lighting, Noise and Vibration, Pollution Prevention and Control, and Monitoring Arrangements. Construction working hours shall be 8am to 6pm Monday to Friday and 8am to 1pm on Saturdays, with no working on Sundays or Bank Holidays. There shall be no burning on site. There shall be no high frequency audible reversing alarms used on the site.

(Reason: A pre-commencement condition is required to ensure that the details are agreed before the start of works to protect the amenities of existing and future residents in the vicinity of the site from noise, air, water and light pollution in accordance with Policies D1 - Design and Local Distinctiveness and EN14 - Control of Pollution of the Adopted East Devon Local Plan 2013-2031.)

5. Notwithstanding the approved plans and details, no development shall take place until a scheme of foul and surface water drainage has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be undertaken in accordance with the approved details, which shall be installed prior to the first occupation of the development hereby approved and shall thereafter be maintained and retained for the lifetime of the development.

(Reason – The details are required prior to commencement of development to avoid pollution of the environment and/or flooding during and after construction in accordance with the requirements of Policies EN14 (Control of Pollution) and EN22 (Surface Run-off Implications of New Development) of the East Devon Local Plan 2013-2031.)

6. Surface water drainage shall be undertaken in accordance with the drainage scheme detailed on Drawing No: 7 (Surface Water Drainage) using appropriate Sustainable Urban Drainage Systems, or an alternative scheme which has been submitted to and approved in writing by the Local Planning Authority. The drainage scheme shall be designed so that there is no increase in the rate of surface water runoff from the site resulting from the development and so that storm water flows are attenuated. The development shall be carried out in accordance with the approved scheme.

(Reason: To ensure that appropriate arrangements are made to protect water quality and minimise flood risk in accordance with Policy EN22 - Surface Run-Off Implications of New Development of the Adopted East Devon Local Plan 2013-2031 and the guidance contained with the National Planning Policy Framework.)

7. No development above foundation level shall take place until a schedule of materials and finishes, and, where so required by the Local Planning Authority, samples of such materials and finishes, to be used for the external walls and

roofs of the proposed development have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

(Reason - To ensure that the materials are sympathetic to the character and appearance of the existing building in accordance with Policy D1 - Design and Local Distinctiveness of the Adopted East Devon Local Plan 2013-2031.)

NOTE FOR APPLICANT

Informative:

In accordance with the requirements of Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 in determining this application, East Devon District Council has worked positively with the applicant to ensure that all relevant planning concerns have been appropriately resolved.

Plans relating to this application:

CTC151222 Rev A Tree Protection Plan	Other Plans	15.06.23
5B Parking Plan	Other Plans	20.09.23
0a	Location Plan	14.04.23
3H	Proposed Combined Plans	22.12.23
6	Combined Plans	22.12.23
4G	Proposed Elevation	22.12.23
7:Surface Water Drainage Plan	Other Plans	15.02.24

22/1874/LBC

APPROVE subject to the following conditions:

1. The works to which this consent relates must be begun not later than the expiration of three years beginning with the date on which this consent is granted. (Reason - To comply with Sections 18 and 74 of the Planning (Listed Buildings and Conservation Areas) 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 listed at the end of this decision notice.

(Reason - For the avoidance of doubt.)

NOTE FOR APPLICANT

Informative:

In accordance with the requirements of Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 in determining this application, East Devon District Council has worked positively with the applicant to ensure that all relevant planning concerns have been appropriately resolved.

Plans relating to this application:

5B	Parking Plan	Other Plans	20.09.23
4G		Proposed Elevation	22.12.23
3H		Proposed Floor Plans	15.06.23
6		Combined Plans	22.12.23
0a		Location Plan	14.04.23

List of Background Papers

Application file, consultations and policy documents referred to in the report.

Statement on Human Rights and Equality Issues

Human Rights Act:

The development has been assessed against the provisions of the Human Rights Act 1998, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Equality Act:

In arriving at this recommendation, due regard has been given to the provisions of the Equality Act 2010, particularly the Public Sector Equality Duty and Section 149. The Equality Act 2010 requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. Protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race/ethnicity, religion or belief (or lack of), sex and sexual orientation.

