

LAND AT SPALDING COMMON, SPALDING
TRANSPORT STATEMENT ADDENDUM
OCTOBER 2016

1.0 INTRODUCTION AND POTENTIAL DEVELOPMENT

- 1.1 Bancroft Consulting were appointed by Country Court Care to provide highways and transportation advice in respect of revised proposals to demolish the former Goodfellows School and a single residential dwelling, in order to erect a new care home at land to the west of the B1172 Spalding Common, in Spalding.
- 1.2 This Transport Statement Addendum has been prepared to supplement the Transport Statement prepared in support of a previous application (Application Ref: H16-0003-16). This sought permission for the demolition works detailed above, construction of a 61-bedroom care home, with a new access and 20 parking spaces. As detailed in the Officers' Report and Decision Notice for that application (included here at **Appendix A**) the Local Highway Authority (Lincolnshire County Council) had no concerns in relation to that application.
- 1.3 Notwithstanding the opinion of the Local Highway Authority it is understood that, at the Committee Meeting of the Local Planning Authority (South Holland District Council), some Members raised concerns that the proposals lacked sufficient parking and may not accommodate service vehicles. It is noted that the submitted Transport Statement indicated that the layout should be satisfactory, and that the discussion did not lead to any highways-related reason for refusal. However, the concerns of Members have been considered further by the project team in preparing a revised application.
- 1.4 The objective of this Transport Statement Addendum is to address changes to the previous proposals in view of an updated site masterplan (as included at **Appendix B**), and the potential concerns raised by Members of the Planning Committee. This Addendum should therefore be read in conjunction with the previously submitted Transport Statement. It is understood that the existing conditions at the site have remained unaltered since the previous application, this Addendum therefore focuses solely on detailing the latest proposal and considering its effects with regard to parking provision and servicing.

2.0 PROPOSED DEVELOPMENT

- 2.1 The latest proposals still involve demolition the former school and dwelling to provide a 60-bedroom care home with a new access. The layout would also provide 22 parking spaces and a turning head for service vehicles. Overall, the new application therefore has 1 fewer bedrooms and 2 additional parking spaces than proposed under Application Ref: H16-0003-16.
- 2.2 As previously detailed, the proposed care home development would operate 24 hours per day, employing between 30 and 35 members of staff (comprising the care home manager, nurses, care assistants, administrative staff, kitchen staff and housekeeping staff). However, staff would work shifts and would therefore not all be on site at the same time.
- 2.3 The largest vehicle that would be likely to enter the site would continue to be a refuse collection vehicle. Therefore, a suitable turning head will continue to be required to ensure that servicing vehicles could successfully enter and exit the site in forward gear (in accordance with Paragraph 7.10.3 of Manual for Streets).

3.0 TRANSPORT CONSIDERATIONS

Parking

- 3.1 A parking accumulation calculation was prepared in relation to the previous application. As detailed within the Transport Statement, this was based on a TRICS-derived traffic generation profile and assumed an initial car occupancy of 5 vehicles (based on a pre-rota increase of initial parking compared to TRICS data showing an initial occupancy of 3 vehicles at a similar 38-bedroom car room). **Table 1** of this Addendum shows that, based on a revised profile of arrivals based on 60 bedrooms, the maximum car parking accumulation at the proposed care home would continue to be 15 vehicles, as previously identified by the Transport Statement. This level of accumulation would typically occur between 1600 and 1700 hours.

- 3.2 South Holland District Council's adopted car parking standards as detailed within 'Appendix 2' of the South Holland Local Plan) have been used to determine suitable levels of parking for the proposed development. Extracts of these standards of are included at **Appendix C**). For a C2 residential care home these suggests the following maximum levels of motor vehicle parking provision:
- one space per 3 residents
 - one motorcycle space (and anchor point) per 20 car parking spaces
 - a minimum of 1 disabled car parking space (where fewer than 20 spaces are provided in total), or 2 disabled car parking spaces where more than 20 spaces are provided.
- 3.3 Based on the above standards, it is apparent that one of the 22 spaces proposed should be reserved for motorcycles, and either one or two spaces reserved for disabled users. Noting the ambiguity of the standards with regard to the provision of exactly 20 standard car parking spaces and the Members prior concerns, it is considered that provision of 22 spaces is appropriate. Of the 22 spaces, 1 should be converted for motorcycle use by provision of an anchor point and appropriate markings, while 1 disabled parking space is already shown on the current site masterplan.
- 3.4 Given that the proposed level of car parking provision significantly exceeds the maximum forecast accumulation of 15 vehicles, the proposed level of parking is considered more than sufficient for expected demand. It is also noted that the relative supply of parking has increased under the latest proposals. Therefore, it is considered that neither the Local Highway Authority or Local Planning Authority should raise any concerns in this regard.

Servicing

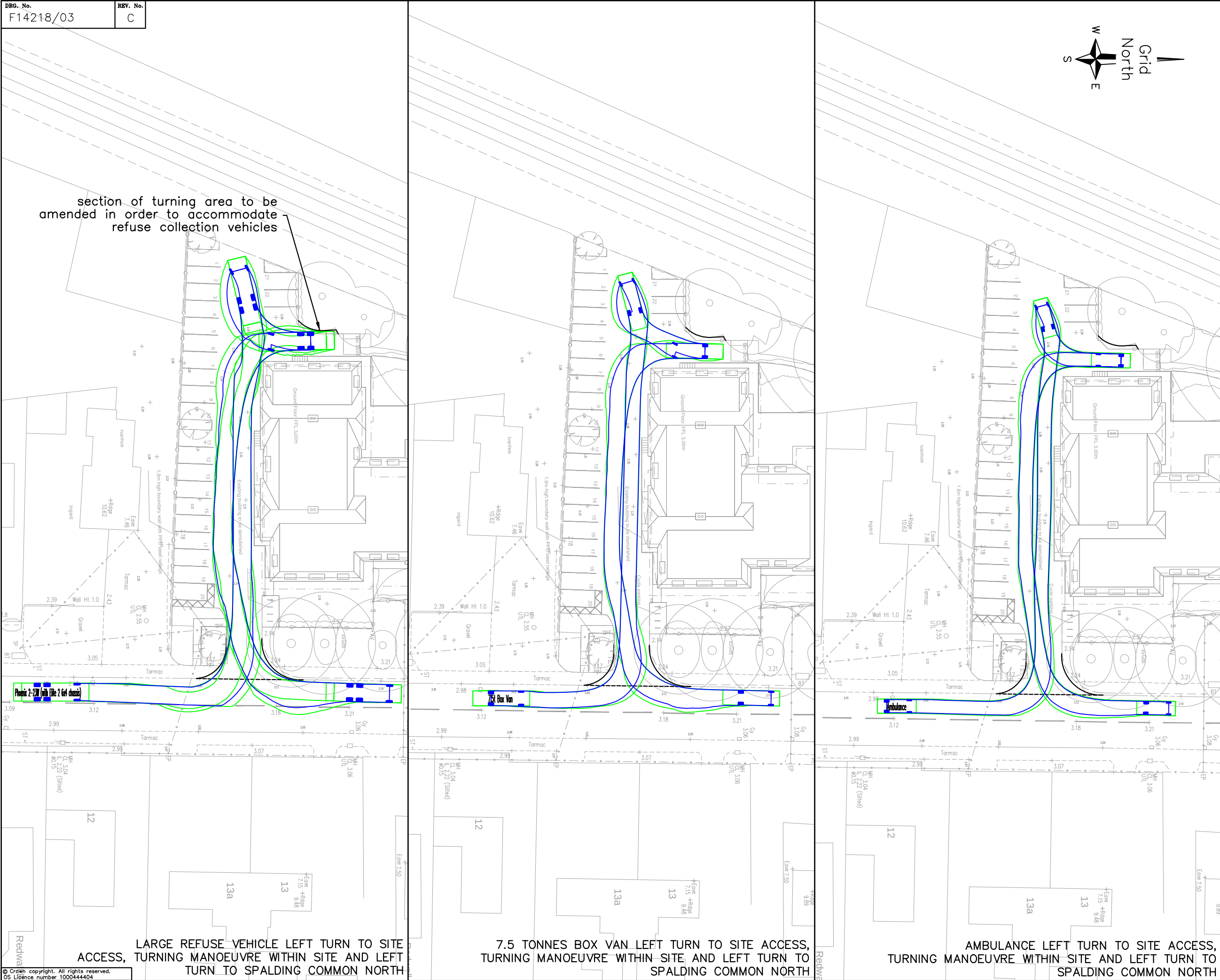
- 3.5 The nature of the development is such, that the layout should accommodate four-wheeled waste containers. Paragraph 6.8.11 of Manual for Streets states that:

"...the distance over which containers are transported by collectors should not normally exceed 15m for two-wheeled containers, and 10m for four-wheeled containers."

- 3.6 It is deemed that a suitable location for bin storage would be at the western edge of the proposed turning head within the site, this being within the recommended 10 metres waste collection distance. **Drawing Number F14218/03 Rev C** of this Addendum demonstrates that, subject to a minor kerbline revision in the vicinity of the proposed turning head, a refuse collection vehicle could successfully turn around within the site. It could therefore enter and exit the site in forward gear.
- 3.7 As well as refuse collection vehicles, the site would likely accommodate a 7.5 tonnes box van. Therefore, **Drawing Number F14218/03 Rev C** of this Addendum also shows how such vehicle could successfully enter the site, turn around and then exit the site in forward gear.
- 3.8 With regards to the occasional ambulance visit, a standard ambulance measuring circa 2 x 5.5 metres, could utilise the disabled parking bay located close to the main entrance. If this bay is in use, **Drawing Number F14218/03 Rev C** of this Addendum lastly shows how an ambulance could alternatively reverse into the turning head, also allowing medical to allow staff to enter the building using the secondary entrance in this area.
- 3.9 On the above basis, subject to the minor kerbline revision shown at **Drawing Number F14218/03 Rev C**, the proposed layout continues to adequately accommodate service vehicles. It is thus considered that neither the Local Highway Authority or Local Planning Authority should raise any concerns in this regard.

Time Period	Trip Rates (per bed)		Traffic Generation (60 beds)			Parking Accumulation (Initial occupancy of 5 vehicles)
	Arrive	Depart	Arrive	Depart	Total	
07:00-08:00	0.026	0.053	2	3	5	4
08:00-09:00	0.105	0.079	6	5	11	5
09:00-10:00	0.053	0.000	3	0	3	8
10:00-11:00	0.132	0.105	8	6	14	10
11:00-12:00	0.105	0.079	6	5	11	11
12:00-13:00	0.105	0.079	6	5	11	12
13:00-14:00	0.079	0.053	5	3	8	14
14:00-15:00	0.158	0.158	9	9	18	14
15:00-16:00	0.053	0.079	3	5	8	12
16:00-17:00	0.105	0.053	6	3	9	15
17:00-18:00	0.026	0.132	2	8	10	9
18:00-19:00	0.026	0.053	2	3	5	8
19:00-20:00	0.026	0.026	2	2	4	8
20:00-21:00	0.000	0.053	0	3	3	5
21:00-22:00	0.026	0.026	2	2	4	5
Daily	1.025	1.028	62	62	124	

TABLE 1: PROPOSED CARE HOME DEVELOPMENT DAILY TRAFFIC GENERATION PROFILE (WEEKDAY)



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NOTES:

Phoenix 2-23W (with Elite 2 6x4 chassis)

Overall Length 10.595m

Overall Width 2.530m

Overall Body Height 2.205m

Min Body Ground Clearance 4.10m

Track Width 2.500m

Lock to Lock Time 4.00 sec

Kerb to Kerb Turning Radius 9.250m

7.5t Box Van

Overall Length 8.010m

Overall Width 2.100m

Overall Body Height 2.325m

Min Body Ground Clearance 0.551m

Track Width 2.064m

Lock to Lock Time 4.00 sec

Kerb to Kerb Turning Radius 7.400m

Ambulance

Overall Length 5.461m

Overall Width 2.495m

Overall Body Height 2.225m

Min Body Ground Clearance 1.860m

Track Width 1.860m

Lock to Lock Time 4.00 sec

Kerb to Kerb Turning Radius 6.500m

C	07.10.16	UPDATED TO REFLECT REVISED MASTERPLAN	KH	AD
B	23.12.15	UPDATED TO REFLECT REVISED MASTERPLAN	KH	ATB
A	29.04.15	TOPOGRAPHICAL SURVEY MAPPING INCLUDED	AG	ST
REV.	DATE	DESCRIPTION	DWN	CHK'D

CLIENT

COUNTRY COURT CARE

CONTRACT

LAND AT SPALDING COMMON, SPALDING

TITLE

PROPOSED SITE LAYOUT
SWEEP PATH ANALYSIS

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transport consultancy services

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DRAWN BY	
NAME (PRINT)	DATE
AG	08.04.15
CHECKED BY	
NAME (PRINT)	DATE
ST	08.04.15

SCALE 1:500@A3

STATUS PRELIMINARY

DRG. NO. F14218/03

REV C

**APPENDIX A – OFFICERS’ REPORT & DECISION NOTICE FOR
APPLICATION REF: H16-0003-16**

SOUTH HOLLAND DISTRICT COUNCIL

Report of: Development Manager

To: Planning Committee – 29 June 2016

(Author: Tracey Meachen - Planning Officer)

Subject: Former Goodfellows School, Spalding Common, Spalding

Purpose: To consider Planning Application H16-0003-16

Application Number: H16-0003-16 **Date Received:** 7 January 2016

Application Type: Full

Description: Proposed care home facility (C2) including new access, car parking areas and associated landscaping

Location: Former Goodfellows School, Spalding Common, Spalding

Applicant: Country Court Care Ltd **Agent:** The Planning Hub

Ward: Spalding St Marys **Ward Councillors:** Cllr. H T Drury
Cllr. G A Porter

You can view this application on the Council's web site at

<http://www.sholland.gov.uk/doitonline/plandev/plansearch.aspx> .

Just enter the Application Reference Number, press 'Get the details' and follow the links to see the documents and plans held

1.0 REASON FOR COMMITTEE CONSIDERATION

1.1 Significant development that warrants Committee consideration.

2.0 PROPOSAL

2.1 The application seeks the demolition of the former Goodfellows School and associated headmasters house in order to erect a care home facility. This will be in the form of a two and three storey building which would provide 61 bedrooms with en-suite bathrooms, day space areas, hair salon, gift shop, café/bar area, office space, kitchen, laundry and reception areas.

3.0 SITE DESCRIPTION

3.1 The site is a triangular plot with the main road running along the east boundary with residential dwellings opposite. There is a railway line to the rear of the site which runs north west to south west, and a foundry building with car park to the south west with access and offices running along the south boundary of the application site. There is an established residential estate to the south, beyond the foundry office, and to the south east. Trees border the site, and there are a number of trees along the frontage which are protected under Tree Preservation Order 16/68/2005.

4.0 RELEVANT PLANNING POLICIES

4.1 The Development Plan

South Holland District Local Plan, July 2006

The South Holland Local Plan 2006 was formally adopted on 18 July 2006. Following a direction from the Government Office for the East Midlands under paragraph 1(3) of Schedule 18 to the Planning and Compulsory Purchase Act 2004, as of 18 July 2009 only certain Local Plan policies have been extended and continue to form part of the development plan. In the context of those saved policies referred to below, it is considered that the Local Plan was adopted in general accordance with the Planning and Compulsory Purchase Act 2004 (albeit under the transitional arrangements). Those policies referred to below accord with the thrust of guidance set out in the National Planning Policy Framework, and in the context of paragraph 215 of the NPPF should therefore continue to be given substantial weight in the decision making process.

Policy SG1 – General sustainable development

Policy SG14 – The design and layout of new development

Policy SG15 – New development: Facilities for road users, pedestrians and cyclists

Policy SG16 – Parking standards in new development

Policy SG17 – Protection of residential amenity

Policy SG20 – Extensions and alterations to existing buildings.

If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, Section 38 (6) to the Town and Country Planning Act as amended by the 2004 Act states that the determination must be made in accordance with the plan unless material considerations indicate otherwise.

4.2 National Guidance

The Town and Country Planning (Tree Preservation)(England) Regulations 2012

Section 13 – prohibited activities

Section 14 – exceptions

National Planning Policy Framework (NPPF), March 2012

Paragraph 17 – Core planning principles

Paragraph 67 – Requiring good design.

Section 1 – building a strong, competitive economy

Section 4 – promoting sustainable transport

Section 6 – delivering a wide choice of high quality homes

Section 7 – requiring good design

Section 10 – meeting the challenge of climate change, flooding and coastal change

Section 11 – Conserving and enhancing the natural environment

Section 12 – Conserving and enhancing the historic environment

Planning Practice Guidance

5.0 RELEVANT PLANNING HISTORY

- 5.1 H16-0917-08 – Change of use of disused school building to care home with extension and alterations approved 17 October 2008.
H16-0367-07 – Reserved matters for residential development for 10 units comprising dwellings and flats approved 19 June 2007.

H16-1444-05 – Outline application for change of use and conversion of former school to residential and erection of new dwellings approved 19 December 2005.

6.0 **REPRESENTATIONS**

6.1 County Highways

Highways have no concerns, subject to conditions relating to surface water runoff only.

6.2 Network Rail

No objections in principle but have some requirements which must be met.

6.3 Welland and Deepings IDB

The Board has no drains within the immediate vicinity of the site, and notes the SUDS soakaway system to be installed.

6.4 Environment Agency

No objections so long as the Finished Floor Level is set no lower than 500mm above surrounding ground levels.

6.5 LCC Historic Environment Officer

No objections, but advises that an archaeological record should be made which can be dealt with through condition.

6.6 Pedals

Although Pedals have supported the application, their support only relates to the provision of cycle storage and security on site, and not to the proposed development itself.

6.7 Police

Has no formal objections but made some points for the applicant to consider.

6.8 SHDC Environmental Protection

No objections have been made.

6.9 SHDC Tree & Nature Conservation Officer

Objects for the following reasons:

- All significant trees on the site are protected by Tree Preservation Order No. 68 2005;
- In principle, all preserved trees should be retained and any development designed around them;
- Arboriculturalist reports vary considerably depending on their interpretation;
- All trees have the potential to live for at least 20 years and are a significant feature; and
- The removal of healthy preserved trees to facilitate development would set a precedent.

6.10 Public

4 letters of concern have been received. The points raised are summarised as follows:

- Parking spaces appear too few for a building of this size;
- Changes to the speed limit will be needed, with double yellow lines to prevent parking on-road.
- South Lincs Foundry believes a wall to the south boundary would create privacy and reduce noise from work within the foundry.

6.11 Agent

The Lincolnshire NHS Joint Strategic Needs Assessment of 2008 identifies a need for this type of care home in the area and the overall need for the development outweighs the loss of the trees in this instance. Paragraph 118 of the National Planning Policy Framework

2012 only protects aged or veteran trees or trees within ancient woodlands. Also as the majority of the 'objections' received were not design related, then this should not be an issue to the Council.

7.0 MATERIAL CONSIDERATIONS

7.1 The key issues for consideration in this application are:

- Need for a care home
- Character and appearance of the area
- Size of development proposed
- Trees subject of tree preservation orders

7.2 The need for a care home on this plot

Adult Social Care were approached with regard to the application, and they were able to confirm that there is 'a significant shortage of affordable care home beds in the Spalding area'. The Council therefore does not dispute the need for a care home. It does, however, question whether this is the right sized plot for the level of development proposed, especially when taking into account the constraints associated with the plot due to its proximity to a railway line and trees along the frontage which are protected by a Tree Preservation Order reference 16/68/2005.

7.3 Character and appearance of the area

The existing character of this part of Spalding Common is for openness. The close proximity of the railway line to the road has led to limited development on this corner. There are glimpses of open fields beyond mature trees which line the edge of this side of the road with a mix of bungalows and two storey dwellings to the other side. As the railway line swings away from the road, a small two storey house and single storey school lead the eye gently into the area of residential development, which is largely made up of a council housing estate and private housing. The land has remained open approaching the corner for many years having been used by the school as a playing field.

7.4 Previous applications have included:

- A small residential development of 10 housing units (H16-0367-07) , and
- A care home (H16-0917-08).

The applicant has argued the following: 'Bearing in mind that the Council have already approved a housing development on this site, along with the conversion and extension of the existing buildings to a C2 care home, we fail to see how the proposed development could not be acceptable in this location. The area has no prevailing form of development, is not characterised by development of any particular era and contains a full mix (and age) of house types, agricultural development and industrial development, which results in a mix of character for the area. The school would clearly have added to that mix. We feel that the scale of the building is correct for the site and, through providing a contemporary, well-balanced, functional building such as that now proposed, we can only improve the character and appearance of the area ... and make a positive addition to the general mix of development within the area' (e-mail dated 26th May).

7.5 The proposed development would replace the existing house and school on the site with a continuous frontage showing three storey as well as two storey development with a mix of frontage design and finishing at a three storey height adjacent to two storey dwellings. The applicant has submitted amended plans to re-face the development to make it more aesthetically pleasing. They state that the 'revisions to be put forward are intended to improve the design and fenestration for the building and, in changing the roof design, are intended to reduce and improve the scale and massing of the building accordingly'(e-mail dated 26th May).

- 7.6 The residential development previously agreed for the site under planning reference H16-0367-07 respected the Victorian character of the existing buildings and did not require the removal of any trees protected by a Tree Preservation Order. The existing dwelling on the site which historically provided accommodation for the head master of the former school was to remain occupied which was welcomed due to the historical and architectural significance of this non designated historical asset. There were plenty of gaps between buildings and the height of the dwellings were to be no higher than other existing buildings in the area. Similarly, the care home approved under planning reference H16-0917-08 proposed a smaller purpose built building of only one and a half stories in height. All other buildings in the vicinity along Spalding Common or London Road do not go above two storey in height. With a proposed height of 12 metres above ground level, the stature of the building proposed would be out of proportion when compared to existing buildings on and around the site. The care home previously approved for the site would have been more in-keeping with existing development.
- 7.7 Local Planning Policy SG14 points out that 'the Council is committed to the promotion of good design which respects the character of the area and maintains local distinctiveness'. This would take into account the historic distribution of development and the historic layout of development.
- 7.8 Although the school buildings on the site have been empty for at least a decade and may in time become uneconomical to repair and retain, the Headmaster's house adjacent still appears capable of being lived in. These buildings are of historic and architectural merit. The council would generally expect that, if these buildings are unable to be retained, subsequent development should reflect the traditional character of the site. Unlike previous planning applications that have been granted for the site, the application does not retain or acknowledge any part of the former character of the site within its submitted plans.
- 7.9 The building frontage would be approximately 68 metres wide with a significant depth along the south side adjacent existing two storey buildings. This would be a building of substantial height within the existing streetscene, and of substantial bulk and massing. There would be no gaps between the different sections along the frontage. It would therefore be considered both out of scale and out of character to the rest of the area in which it is proposed to be set. The proposed building fails to blend with the existing built environment leading to an over dominant and overbearing structure when compared to surrounding development. Existing two storey buildings are only approximately 16 metres from the proposed building.
- 7.10 Although the building would be 11 metres from the path edge, the proposed development should ideally be recessed even further from the highway so that such design and scale of development would integrate better into its surroundings. However, the proximity of the railway line and limitations imposed by Network Rail does not allow for this, the development being pushed to the front of the plot.
- 7.11 Whilst it is acknowledged that the need for elderly persons' care attracts substantial weight, the benefits would not be considered to outweigh the harm that the proposal would cause to the character and appearance of the area, and by its inappropriate location. The development would not successfully integrate with the existing landscape, being out of scale and conflicting with the character of the surrounding area. The proposals also do not include:
- the provision of sufficient on-site open space,
 - would remove the biodiversity value of the site and
 - would offer few opportunities for external recreation within the grounds due to the limited garden area.

- 7.12 The applicant maintains, however, that 'the proposed facilities within the building, and the space that would remain around it for recreational purposes, is more than adequate to serve the needs of the future residents. CCC have been developing and extending care homes for many years now and they are fully au fait with the needs of their residents as well as the requirements imposed upon them by the CQC. In this respect we are of the opinion that there will be a high standard of amenity for the future residents as a result of the development proposed'(e-mail dated 26th May).
- 7.13 It is considered that such development would harm the local area arising from inappropriate development, not only due to the erosion to the openness of this part of Spalding Common, but also by the loss of six mature trees along its frontage which are Protected by Tree Preservation Orders. The loss of these trees would lead to significant harm to the character and appearance of the area, diminishing its intrinsic character.
- 7.14 Size of development proposed:
The applicant has justified the larger size of the proposal with the following statement: 'During the compilation of the planning application we had to consider whether we could develop the site whilst retaining these trees. Due to the narrow width of the site, and the encroachment of the branch spreads and root protection areas into the frontage of the site we were unable to design a proposal that would both retain the trees and make the site economically viable to develop. The layouts would simply not work and the scheme would be reduced by 12-14 bedrooms. As a new development, as opposed to an extension to an existing care home, there is a general industry 'rule of thumb' that +/- 60 beds are required in order to make a new care home development economically viable. For these reasons we had to consider the removal of a limited number of trees accordingly' (e-mail dated 25th February).
- 7.15 A smaller development with larger grounds would provide better amenity for residents, which would then better improve their emotional well-being. The close proximity to a freight railway line and a foundry may interfere with the elderly being able to enjoy spending time outside, so is far from an ideal setting in which to serve all the needs of the future occupants. Lincs Foundry, located to the rear of existing dwellings, has expressed concerns that the noise associated to the operation of the foundry may become an issue. While the applicant has provided details of a 2 metre acoustic fence along the western boundary along the railway, there are no noise measures proposed to the southern boundary. However, it is acknowledged that a smaller care home has previously been granted planning permission on the site.
- 7.16 The applicant also stated that: 'the NPPF is very proactive in term of economic development, with Section 1 focussing on building a strong and competitive economy and with paragraph 19 specifically stating ... the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore, significant weight should be placed on the need to support economic growth through the planning system'. (e-mail dated 7th April).
- 7.17 However, paragraph 14 of the Local Plan states that development proposals should be approved that accord with the development plan, or where the development plan is absent, silent or relevant policies are out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole. The golden thread of the Framework is a presumption in favour of sustainable development which takes into account an economic, social and environmental role. All three dimensions should be taken into account. The economic role of development is to build a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right

places and at the right time to support growth and innovation. Supporting economic growth does not therefore allow for inappropriate overdevelopment of land, but enables appropriate development where it is needed taking a holistic approach to development, not just the approval of any development scheme.

7.18 Landscape significance of trees

There are a number of trees on the frontage of the site subject of a Tree Preservation Order. The trees are protected for their public amenity value and can be seen for long distances along Spalding Common. The applicant has made the argument that trees which are protected by Tree Preservation Orders can be felled and replaced with new trees of four metres in height on planting and has provided two arboriculturalist reports to accompany the application in support of this. The categorisation of the trees has been made in order to make an argument that the trees are not of sufficient quality to prevent development. Both reports have differing categories, and while one arboriculturalist may grade a tree C another may grade it a B as these are subjective valuations.

7.19 The report BS5837:2012 states that Cat 'C' trees should not be a hindrance to development due to their condition, amenity value and forecast longevity. They are usually 'unremarkable trees of limited merit or such impaired condition that they do not qualify in higher categories.' However, paragraph 3.2.1 of the report states that "all help add to the visual amenity of the site. The frontage trees offer the greatest assets in arboricultural terms as they are an essential part of the street scene". The second report submitted states in paragraph 5.1.4 that 'the balance of building design, location and new opportunities for training, employability and company start-up has had to be balanced against trees to be retained throughout the site. This balance is considered satisfactory and should not lead to a noticeable long-term loss of trees, with correct implementation of tree protection'. In paragraph 4.3.5 it also states that 'the C category trees should not be considered a constraint on site in terms of development, however should be retained if possible and appropriate' and in 4.3.10 'However, it is considered desirable, wherever possible, that a tree should be retained as it ensures continuity of tree cover and provides a mature landscape to the proposed development.'

7.20 References have been made through the report that 'the removal of the trees has been discussed at length with both the Planning Officer and Tree Officer at the Council and it has been considered acceptable with suitable mitigation planting proposed'. No such agreement has been made, our involvement confined to the agreement of species of replacement trees should the Planning Committee take the decision to approve the application against the recommendation to refuse. Should the trees be felled and replacements planted, it would be many years before new trees would be large enough to replace the stature of the original trees due to size on planting. The agent has argued that the loss of the trees is acceptable due to the size of development required to make the care home economically viable, coupled with the planting of replacement trees. Replacement trees, however, take years to grow and do not immediately add to the character of an area. The trees subject of a Tree Preservation Order do not prevent appropriate development as can be seen from the proposals of a smaller scale that have already received planning consent.

7.21 The applicant has pointed to Paragraph 118 of the National Planning Policy Framework to justify the removal of trees and replacements planted. The wording of this paragraph should not be used to justify inappropriate development. The Planning Practice Guidance instructs Local Authorities to consider the amenity value of the tree and the justification for the proposed works, before reaching its final decision as to whether to approve or refuse an application. The trees have, according the arboriculturalist report, 10 – 20 years left to grow and would still be subject of replacement at the appropriate time. At the moment, the trees are significant within the landscape having a visually significant crown spread when in

leaf. One of these trees is an Elm tree, and Elms are now becoming rare due to disease. The trees on the site are located around the edge of the site and therefore would not hinder an appropriate scale of development. The proposed development seeks to remove the trees and push the new replacement trees 4 metres towards the front of the site due to the size of the development proposed.

7.22 The applicant's agent has already stated an inability to consider a more appropriate scale of development as they state that it is economically unviable to run a care home on a smaller scale. Local plan SG18 pays particular attention to 'the protection of any existing trees'. The intention of the policy is to protect the character of the area. Any new development should therefore be designed around existing landscaping, rather than the other way around. A more modest development would fit into the existing landscaping without the need for felling trees. The Council therefore does not accept that the trees should be felled as a first option, as the site may well be subject of a more suitable development scheme in the future.

7.23 The trees are protected by a Tree Preservation Order which, although TPO's no longer protect the trees as they once did, the view being taken that trees can be replaced, still carries weight. The trees contribute significantly to the character of the area due to their collectiveness and group value. The Tree and Nature Conservation Officer's report points out that the trees proposed to be felled include four of the most prominent preserved trees along the frontage of the site which will impact on the character and appearance of the area, the trees having a greater visual contribution to the area than that described within the application and their loss would harm the overall visual amenity of this group of protected trees. The arboriculturalist, in his report acknowledges that the trees do not have a seriously impaired condition and would still have a lifespan of 10-20 years remaining. It should therefore be decided whether the need for a care home, or other benefits associated with a care home should be sufficient to outweigh all other considerations. The Tree and Nature Conservation Officer's report concluded that 'the removal of healthy preserved trees to facilitate development would set a precedent which would be very difficult to justify' in subsequent planning applications.

7.24 The impact of the retained trees has also not been considered, and which are likely to lead to more tree works or requests to remove further trees, should consent be granted, due to their close proximity to windows, the possible blocking of light inside the care home, and possible future damage to the building due to the close proximity of the building to retained trees.

7.25 Conclusion

The Authority is not against the principle of a care home so long as it would be of an appropriate scale. The council does not deny that there is a need for care home facilities within Spalding. The proposal will, however, have a significant adverse impact on the character and appearance of the surrounding area by way of its layout, scale, form and design. The proposal is too large for the site and would result in its overdevelopment. The proposal will result in the loss of protected trees, and the proposal will not provide outdoor amenity space of sufficient quality or quantity for future occupants. The benefits of the scheme proposed are therefore not considered sufficient to outweigh its impact. If such a large scale is required to be economically viable, then a more appropriate site should be sought.

8.0 **RECOMMENDATIONS**

8.1 **Refuse permission subject to those Conditions listed at Section 9.0 of this report.**

9.0 REASONS

1. The proposal will have a significant adverse impact on the character of the surrounding area by way of its layout, scale, form and design. As such, it is considered that the proposal would result in the overdevelopment of the site. The proposal is therefore considered contrary to Policy SG14 of the South Holland Local Plan, 2006. This policy indicates that new development should make a positive contribution to the character and appearance of the locality. It is in accordance with advice contained within Section 7 of the National Planning Policy Framework 2012, specifically Paragraph 58, which states that new development should respond to local character.
2. The proposal would have an adverse impact on trees within the site which would result in the loss of protected trees preserved through Spalding Tree Preservation Order No. 68 2005. The loss of these protected trees would have an unacceptable impact upon the character and appearance of the local area. Also with tree canopies potentially overhanging or touching the proposed building due to future growth, it is highly likely that the applicant would want further trees removed or severely pruned due to overshadowing or concerns regarding safety or damage including potential structural damage. The proposed development therefore conflicts with Local Plan Policy SG14 as the loss of the trees would adversely affect the character and appearance of the locality and section 11 of the National Planning Policy Framework 2012, as the benefits of the proposed development are not considered to outweigh the harm to the natural environment.
3. The proposal will not provide outdoor amenity space of sufficient quality or quantity for future occupants. The proposal is therefore considered contrary to Policy SG17 of the South Holland Local Plan, 2006. This policy strives to protect the quality of residential amenity. It is also contrary to the National Planning Policy Framework 2012 which also seeks, particularly in paragraphs 9, 17 and 58 to improve the conditions in which people live, work, travel and take leisure, and prevent development which would undermine quality of life

Background papers:- Planning Application Working File

Lead Contact Officer

Name/Post: Richard Fidler; Development Manager

Telephone Number: 01775 764428

Email: rfidler@sholland.gov.uk

Appendices attached to this report:

Appendix A - Plan A

The Planning Hub
Jubilee House
79 Gertrude Road
West Bridgford
Nottingham
NG2 5DA

Council Offices
Priory Road
Spalding
Lincolnshire
PE11 2XE
Admin 01775 764723
DC Officers 01775 764703
facsimile 01775 762937
planningadvice@sholland.gov.uk
www.sholland.gov.uk

TOWN AND COUNTRY PLANNING ACT 1990

FULL

Reference: H16-0003-16 **Date of Decision:** 4th July 2016

Applicant: Country Court Care Ltd
Millennium House
Dukesmead Industrial Estate
Werrington
Peterborough
PE4 6ZN

Location: Former Goodfellows School Spalding Common Spalding

Description: Proposed care home facility (C2) including new access, car parking areas, amenity space and associated landscaping

South Holland District Council hereby give notice that this application has been REFUSED for the above proposal for the following reason(s):

- 1 The proposal will have a significant adverse impact on the character of the surrounding area by way of its layout, scale, form and design. As such, it is considered that the proposal would result in the overdevelopment of the site. The proposal is therefore considered contrary to Policy SG14 of the South Holland Local Plan, 2006. This policy indicates that new development should make a positive contribution to the character and appearance of the locality. It is in accordance with advice contained within Section 7 of the National Planning Policy Framework 2012, specifically Paragraph 58, which states that new development should respond to local character.
- 2 The proposal would have an adverse impact on trees within the site which would result in the loss of protected trees preserved through Spalding Tree Preservation Order No. 68 2005. The loss of these protected trees would have an unacceptable impact upon the character and appearance of the local area. Also with tree canopies potentially overhanging or touching the proposed building due to future growth, it is highly likely that the applicant would want further trees removed or severely pruned due to overshadowing

or concerns regarding safety or damage including potential structural damage. The proposed development therefore conflicts with Local Plan Policy SG14 as the loss of the trees would adversely effect the character and appearance of the locality and section 11 of the National Planning Policy Framework 2012, as the benefits of the proposed development are not considered to outweigh the harm to the natural environment.

- 3 The proposal will not provide outdoor amenity space of sufficient quality or quantity for future occupants. The proposal is therefore considered contrary to Policy SG17 of the South Holland Local Plan, 2006. This policy strives to protect the quality of residential amenity. It is also contrary to the National Planning Policy Framework 2012 which also seeks, particularly in paragraphs 9, 17 and 58 to improve the conditions in which people live, work, travel and take leisure, and prevent development which would undermine quality of life.

Notes:

The Local Planning Authority has acted positively and proactively in determining this application by assessing it against all material considerations, including national guidance, planning policies and representations that have been received during the public consultation exercise. Furthermore, matters of concern with the application have been identified and discussed with the Applicant. However, the issues are so fundamental to the proposal that it has not been possible to negotiate a satisfactory solution and due to the harm, which has been clearly identified within the reason(s) for the refusal, approval has not been possible.

This decision notice, the relevant accompanying report and the determined plans can be viewed online at <http://planning.sholland.gov.uk/OcellaWeb/planningSearch>

The determined plans are:

dwg. no's. 0074-(10)002-A00,

0076 (21)004-A00, 0076- (20)002-A01, 0076 (21)002-A01,

0076 (21)005-A00, 0076 (20)003-A01, 0076 (21)003-A00,

0076 (20)001-A01 and 0076 (21)001-A00

0176-(10)001-A00,

2014.5563.SK03B,

Topographical survey, tree constraints plan,

Drainage assessment (dated January 2016),

Arboricultural Impact Assessment Ref: 120616 0461 AIA V1 005 V1 (prepared by Wharton Tree and Ecology Consultants Ltd dated June 2016)

Pre-development tree condition survey (prepared by Amber Arboricultural Consultancy dated 11 May 2015),

Protected species survey, BS 5837:2012 (prepared by Andrew P. Chick MPhil dated April 2015)

Flood risk assessment (prepared by RM Associates, version 2 dated December 2015)

Noise impact assessment (dated 21st May 2015)

Transport statement (revised December 2015)

Notice under Article 13, and e-mails from the agent (dated 5 February 2016 and 25 February 2016 re noise impact)



Paul Jackson
Place Manager
South Holland District Council

BUILDING REGULATIONS:

This decision refers only to planning permission as granted under the Town and Country Planning Act 1990. The works that you are proposing may also require Building Regulations and this planning permission does not give authority under Building Regulations to commence work. Please contact the Building Control section for further information on 01775 764557 or bcadmin@sholland.gov.uk

APPENDIX B – LATEST SITE MASTERPLAN



**APPENDIX C – SOUTH HOLLAND DISTRICT COUNCIL’S
ADOPTED PARKING STANDARDS**

7. Parking Standards

Introduction

Car parking is an important element of the transport system. It is widely acknowledged that the availability of car parking has a significant influence on an individual's decision on whether or not to drive to their destination, even for locations well served by public transport.

Car parking standards for new developments are therefore an important tool in promoting sustainable travel and encouraging greater use of public transport, cycling and walking. However, it must also be recognised that policies to limit parking at new developments can only be effective where alternative means of travel already exist or are introduced as part of the development. Whilst this may be the case to some degree in the larger urban areas of the County such as Lincoln, Boston and Grantham, for many people living in the rural areas of Lincolnshire the car will remain the only feasible option for travel.

National and Regional Perspective

The Government's guidance to local authorities on parking standards is contained in Planning Policy Guidance (PPG) Note 13 -Transport. Published in March 2001, it requires authorities to set maximum levels of parking for broad classes of development which encourage sustainable transport choices and promote development in locations well served by public transport, walking and cycling. PPG13 also states that there should be no minimum parking requirements for development and that developers should not be required to provide more spaces than they themselves wish, except in exceptional circumstances e.g. where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on street parking controls. PPG13 also sets out suggested parking standards to be applied as maximum levels to the whole country for a range of major developments.

The Regional Transport Strategy (RTS) was prepared by the East Midlands Regional Assembly Transport Task Group in partnership with the Regional Planning Body and GOEM. The East Midlands RTS can be found in the Regional Spatial Strategy, which sets out regional car parking standards.

Local Development Frameworks

Seven District Councils in Lincolnshire are currently at various stages of rolling forward their existing Local Plans into Local Development Frameworks. All will need to provide updated guidance on parking standards.

Car Parking Standards

A review of the standards has been carried out jointly by the County Council as highway authority and the 7 District Councils as local planning authorities. It had originally been hoped that a single set of standards could be developed which would be adopted countywide by all authorities. However, this has not been possible and the standards set out in this document are those adopted by the County Council in its role as highway

authority. Developers are therefore advised to contact both the County Council and the appropriate District Council at an early stage.

The car parking standards which follow in Table 1 of this Appendix set maximum levels of parking to be applied to new development and redevelopment sites and also to extensions to existing developments or where planning permission is sought for change of use. They are intended to provide a consistent framework that can be applied across the county.

However, in some locations (for example, in town centres of the larger urban areas) where there is easy access to public transport, good facilities for walking and cycling and existing public car parking facilities, then a lower provision may be appropriate. Likewise, there may be other specific locations (for example, district shopping centres) where the local authority wishes to encourage access to the development on foot, cycle or public transport. High levels of car parking provision would distract from this aim and hence a reduced level of parking may be sought. It is important, therefore, that prospective developers discuss their proposals at an early stage with the appropriate District Council and with the County Council.

City/Town Centres

In general, there will be a presumption against parking dedicated to specific retail and service developments within city/town centres. Any parking that is permitted will normally be provided as short term parking for general public use to assist in maintaining the vitality and viability of those centres. The locations to which this will apply will be defined within the Local Plans.

Service Vehicles and Essential Operational Parking

The servicing requirements of a proposal will vary considerably depending upon the type of development, both in terms of the size and the number of vehicles delivering or removing goods from the site. The onus will therefore be on applicants to demonstrate that any development proposals include adequate provision on site to allow for loading, unloading and turning of service vehicles without endangering road safety. All such service provision should be clearly signed and marked to avoid these areas be used as additional parking.

Similarly, any operational parking proposed as part of a development will need to be justified on a site by site basis.

Coverage of Standards

The standards in this document attempt to cover the types of development that are most commonly the subject of planning applications in the county. Where a development is proposed which does not feature in this document, then the highway authority and relevant local planning authority should be contacted.

Type of Development	Maximum Standard	Notes
Residential		
Houses and Flats (including Aged Persons Dwellings)	<u>A. Within the Lincoln Central Parking Zone :</u> A maximum on average of 1 space per dwelling <u>B. Elsewhere in Lincoln and in other major towns :</u> A maximum on average of 1.5 spaces per dwelling <u>C. The rest of the County :</u> A maximum on average of 2 spaces for dwellings with 3 or less bedrooms and 3 spaces for dwellings with 4 or more bedrooms.	The Lincoln Central Parking Zone is defined in the City of Lincoln Local Plan It is hoped that, in due course, the other major towns to which Standard B applies will be identified in the appropriate Local Plans/Local Development Frameworks. In the meantime, developers should contact the County Council and appropriate District Councils for further guidance. A garage plus the space immediately in front of it will count as one space.
Sheltered Housing - Warden Aided Accommodation	1 space per 2 units	
Community Homes - Homes for the Elderly/Children/Physically or Mentally Handicapped	1 space per 3 residents	
Halls of Residence/Nurses Homes/Other Residential Hostels	To be assessed on individual merits	The general aim will be to restrict parking to the minimum required for safe operation (e.g. off-loading/ picking up) within the larger urban areas and to 1 space per 3 residents elsewhere.
Retail		
Food Retail	1 space per 14 m ² gfa	In general, parking provided within town centres will normally be expected to be short stay and available for general public use, subject to the Local Planning Authority's agreement.
Non - Food Retail	1 space per 20 m ² gfa (including any external display area)	In general, parking provided within town centres will normally be expected to be short stay and available for general public use, subject to the Local Planning Authority's agreement.

School Cycle Storage Guidance

It is essential that schools are enabling cycling by offering secure, accessible and attractive cycle parking for pupils and staff. National Guidance on cycle storage for schools states gives the following headlines to ensure that the correct storage is installed for the demand:

Quantity of storage – the amount of storage needed should be considered from the school census data, and statistics from the School Travel Plan. The recognised minimum quantity for a school is 10% of pupil role, to cater for the minimum numbers of cyclists in summer months.

Quality – all parking should be sheltered, well lit, easy to use and secure to maximise usage.

Location – the parking should be located as close to the school buildings as possible (within 50 meters), with easy access to the school entrance.

Security – the top barrier to using existing cycle storage for school pupils and parents is the securing of the storage. It should be easy to lock cycles to the parking, and be within site of school staff. Parking this is hidden from view of the school is less like to be used.

Type of storage – The Sheffield stand is the most widely used and recommended cycle stand. It is a simple tube with curved right angle bends, and can be purchased as a single stand or in a toast rack. These should be spaced corrected to allow for to bikes. It provides good support and allows the cyclist to secure the frame and both wheels without risk of damage. Stands should be 600mm to 800mm high (once installed) and a minimum of 700mm long.

Further guidance on cycle parking for schools can be found at:

Sustrans: www.sustrans.org.uk – information sheet FS19

Cycling England: www.dft.gov.uk/cyclingengland – design portfolio C.04 Cycle Parking

Minimum Motorcycle Parking Standards

The use of motorcycles, mopeds and scooters (collectively referred to as Powered Two Wheelers) offer a number of benefits, particularly for short journeys. They are a relatively cheap and convenient form of transport, require less parking space than cars and generally produce less air pollution. Recent years have seen a dramatic increase in the sales of smaller Powered Two Wheelers.

Number of Spaces

Parking for Powered Two Wheels should be provided at 1 space per 20 car parking spaces. Secure anchor points to which machines may be locked should normally be provided.

Location

In general, parking for Powered Two Wheelers should be :

- flat, level and firm enough to prevent stands sinking into the ground
- in a secure position regularly overlooked by staff or passers-by
- as near to the entrance as the site layout permits
- well signed and lit

- ideally under cover, but if this is not possible, clear of trees, etc, to avoid falling sap bird droppings, etc
- positioned so as not to present a hazard to pedestrians, particularly those with impaired vision
- designed to ensure they are not used by cars and other vehicles

In town centre locations, it may be preferable for developers to contribute towards the provision of motorcycle parking stands for general public use.

In addition, at larger sites, developers will also be required to demonstrate that they have considered the additional needs of employees who use Powered Two Wheelers, such as lockers for storing crash helmets and clothing, and changing facilities as part of an overall Travel Plan.

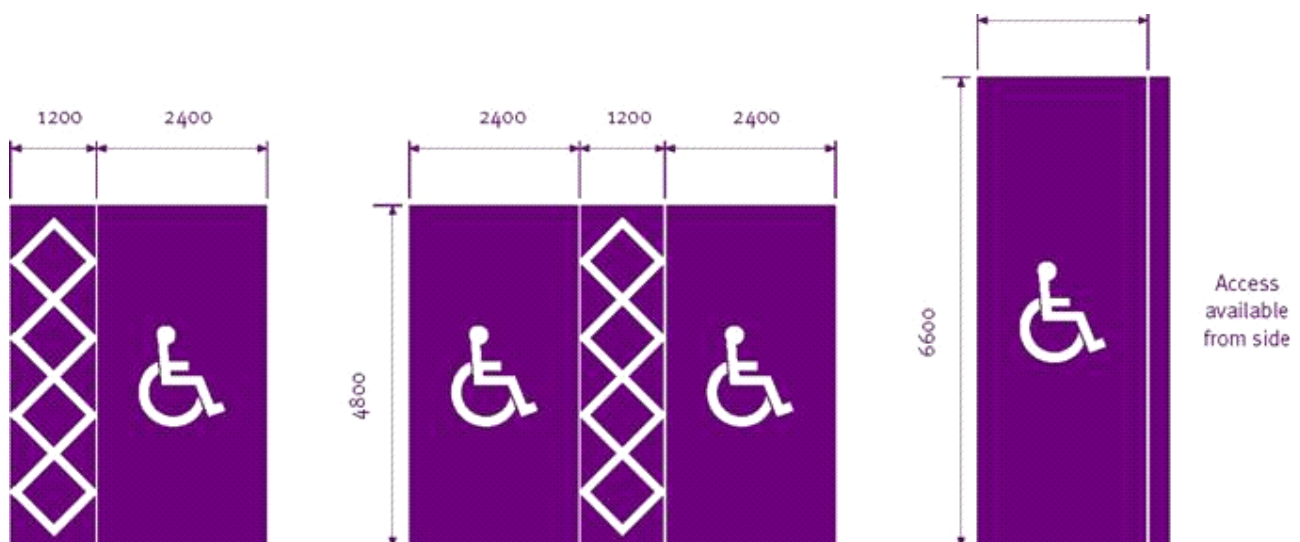
Parking for Disabled People

At all new developments, consideration should be given to the parking needs of disabled people. In general, 5% of the total car parking provided should be dedicated as parking for the disabled. Clearly signed spaces will therefore be provided in accordance with the following standards:

Less than 20 spaces in total	a minimum of 1 space
More than 20 spaces	2 spaces or 5% of the total, whichever is greater

In some instances where a higher than normal usage by people with disabilities is expected (e.g. day centres or education establishments for those with disabilities), then increased provision will be required. In addition, employers will be encouraged to provide individual spaces for each known disabled employee.

Car parking spaces for people with disabilities should be located as close as possible to the main entrance (or to an alternative fully accessible entrance if the main entrance does not meet these requirements). Appropriate dropped kerbing should be provided. Adequate space should be provided to enable wheelchair users to easily gain access to and from their cars. Typical layouts are shown in the diagrams below.



Standard Bay Bank of Bays Bays in Line