



**REPORT TO PLANNING &
DEVELOPMENT COMMITTEE**

**TO BE HELD ON THURSDAY,
3 October 2019**

APPLICATION REFERENCE NO:

19/01202/FL

TARGET DATE:

19 August 2019

GRID REF:

488413-510584

REPORT OF THE PLANNING SERVICES MANAGER – PSM/19/198

SUBJECT: Erection of Extra Care Accommodation (Use Class C2 - Retirement Living Plus), with associated private amenity space, landscaping and car parking at Land To The South And West Of Sneaton Castle Farm Castle Road Whitby NORTH YORKSHIRE for Yourlife Management Services Ltd

1.0 THE PROPOSAL

1.1 The application proposes the erection of Extra Care accommodation for older people, with associated private amenity space, landscaping and car parking. The proposed building would comprise of 65 no. 1 and 2 bedrooms flats and shared facilities, including residents lounge and dining room, multi-use room, commercial kitchen, manager's office, laundry, motor scooter store, guest suite and staff day/night room. The proposed building would be predominantly three storeys in height, with a number of two storey sections. Its elevations are proposed to be built of a mix of materials, comprised mainly of reconstituted stone, rendered sections and vertical tile hanging, under grey tiled roofs.

1.2 Since submission the application has been amended following officers' and residents' concerns about its height and proximity to the boundary wall fronting Castle Road and High Stakesby Road. As a consequence of this the number of flats proposed has been reduced by seven. The amendments undertaken include:

- Reduction in length of the building to increase space between the building and High Stakesby Road.
- Reduction in the height of the east and west ends of the proposed building from three storeys to two storeys
- Introduction of hipped roofs in place of gables to reduce the scale of the roof
- Projecting masonry features removed from Castle Road elevation replaced by balconies
- Timber cladding to central section of building replaced by vertical tile hanging
- The amount of rendered walling has been reduced and stone walling increased
- A projecting gable has been added to the west elevation of the rear wing of the property to provide for a better defined main entrance.

1.3 The building is proposed to be laid out in a T-shape. This configuration allows for a communal car park in the south west corner of the site and a sizeable communal garden in the south east corner of the site. A car park with 42 no. spaces is proposed with covered cycle store along with landscaped communal gardens providing opportunities for different activities. Further landscaped garden areas and a circular path are proposed around the entire building, with tree planting proposed around its boundaries.

1.4 The application site was formerly occupied by a range of farm buildings, forming part of Sneaton Castle Farm. The site sits adjacent to the junction of High Stakesby Road and Castle Road, with High Stakesby Road defining its east boundary and Castle Road defining its north boundary. The existing substantial stone wall is to be maintained along the Castle Road boundary, whilst the stone wall alongside High Stakesby Road will be improved and extended to close the existing vehicular access that previously served the farm. To the south of the site are residential properties that are under construction as part of the wider development permitted on Sneaton Castle Farm under references 14/01376/OL and 16/00148/RM. To the west of the site lies the estate road serving to the housing permitted to the south and west of the site, from where the proposed extra care development and its car park would be accessed. A new pedestrian gate with access control is proposed in the Castle Road boundary wall to allow residents to access the shops and facilities to the north of the site.

1.5 The existing housing development lying to the north and east of the site, and the new properties under or awaiting construction, are predominantly two storeys in height, although there are a wide mix of property types in the locality including bungalows, chalet style dwellings with dormers in the roof and two storey properties with dormer windows in the roof.

1.6 The application is supported by a number of documents, including:

- Design and Access Statement
- Planning Statement
- Preliminary Ecological Appraisal
- Transport Statement
- Ground Investigation Report
- Tree Statement
- Archaeological Desk Based Assessment
- Heritage Statement
- Visually Verified Images
- Statement of Community Involvement.

2.0 SCREENING OPINION REQUIRED?

2.1 No.

3.0 PRE-APPLICATION COMMUNITY ENGAGEMENT

3.1 A public exhibition was held on Monday 25 March 2019 between 3.00pm and 7.00pm at The Stables at Cross Butts, Whitby, to which just over 1000 households and businesses surround the application site were invited to attend. Some 43 individuals

attended the public exhibition and feedback forms were available for attendees to record their views. The invitations also displayed a freephone project information line, an email address and also a website which displayed the consultation information. Further details can be found online in the Statement of Community Involvement document, dated April 2019, submitted as part of the application.

3.2 A number of concerns were raised including the potential to destroy archaeological remains under the site, that the development would not fit with the area and that the additional traffic generated by the development might impact on the local highway. These issues are all considered within the assessment section of this report.

4.0 CONSULTATIONS AND COMMENTS

The following is a summary of the key and relevant comments received from consultees and interested parties. Their full comments and any accompanying documentation are available to view on the Council's website.

4.1 Whitby Town Council - Object to scheme and recommend refusal due to the effect on the character and appearance of the area, highways and access concerns, capacity of services and infrastructure and community safety. The scheme is considered to be out of character and an overdevelopment of the site. (Officer note: No further comments received in relation to the revised proposal.)

4.2 Highway Authority (NYCC) - No objections in principle following amendments to pedestrian crossing point. Formal comments awaited.

4.3 Environmental Services (SBC) - No objections on environmental health or housing grounds.

4.4 Designing Out Crime Officer (NY Police) - The proposed vehicular access onto the site and movement within it are suitable as it keeps permeability at an appropriate level. Internal routes are well overlooked and will provide users with a sense of safety and security.

It is noted from both the Site Layout and Landscaping drawings that there is to be a new opening in the Northern boundary wall to create a "shoppers entrance". Whilst it is accepted that providing residents with a convenient route to local amenities, the incorporation of this feature will increase the permeability of the site and will therefore provide a potential offender with an additional access/escape route. If this feature is to remain then consideration should be given to providing some form of access control in the form of a lockable gate with a self-closing mechanism. Consideration could also be given to including a CCTV camera to cover this feature as part of any wider CCTV scheme.

The proposed parking provision is appropriate as it is located where vehicles can be observed from normally occupied rooms within the building. It is also located where there will be good levels of footfall, which will provide further passive surveillance. However, the parking area should be illuminated with column lighting conforming to BS5489 rather than low-level bollard lighting.

4.5 County Archaeologist (NYCC) - The developer has provided a ground investigation report with the application. This demonstrates a layer of made ground of between 0.6m and 1.1m in thickness across the majority of the site suggesting that recent disturbance by the current 20th century farm and associated yard surfaces will have severely compromised any archaeological deposits should they have been present.

The historic environment record includes anecdotal evidence of a well at this site, however the well does not appear on any historic Ordnance Survey maps of the area and its exact location is not known. Should the well be re-discovered during the development then I would recommend that an archaeological record is made before it is re-capped and made safe. A condition requiring the recording of the well was attached to planning application 17/01925/FL and I would be grateful if this could be repeated for the current proposal.

4.6 Yorkshire Water - Provided the development is constructed in full accordance with GHS's drawing 9001 Rev P01, dated 18 October 2018, there is no need for further consultation with YW on this application.

4.7 Flood Risk Management (NYCC) - No comments received.

4.8 Drainage Engineers (SBC) - No comments received.

4.9 HRW CCG (Health) - Comments awaited.

4.10 Publicity - The consultation period for the original application submission ended on 7 July 2019 and in relation to the amended proposal ended on 26 September 2019.

The comments on the original scheme are as follows:

1. Whitby Civic Society welcomes the proposed development, which will provide an important and much-needed new amenity. We recommend approval, subject to two conditions. First, we would like to see a condition regarding pedestrian access; the roads adjoining the site are not easy to cross, with both existing crossings requiring a detour, and s106 funds should be used to facilitate pedestrian access across the triangle. Second, we hope and expect the design and layout to respect the significant heritage of the area - in particular, the development should maintain the existing stone walls.
2. Given the age of the residents inevitably mobility impairments must be given due consideration. I am concerned that mobility impaired visitors and relatives of residents who arrive on site following a lengthy car journey have no access near the entrance to a disabled toilet, capable of accommodating powered wheelchairs. My second concern is with regard the architects reliance on BS8300:2009. The up to date British Standard is BS8300 2:2018 published in January 2018. Will the planning officer please confirm that this application meets all the guidance in the 2:2018 standard?

The objections to the original scheme are as follows:

1. The building height should be no more than two storey high and set further back from the wall to reduce impact on area.
2. This kind of development would be suited to a more central location nearer to town where many of the buildings are three storeys high and above, not on the outskirts of

the town. Building the property further back into the site would allow much more planting of trees and shrubs to soften the development.

3. This is too far out of town for older people. The elderly like to see things happening - not be hidden away. A development of this type must be nearer the town centre, closer to amenities and therefore walking distance for those who can no longer drive. Is there even a demand for this amount of elderly accommodation?
4. The houses on High Stakesby Road which are nearest this development are small two storey listed buildings. The proposal is three storey development and in addition is on land that is raised above that of the houses on High Stakesby Road.
5. Concerns about archaeological remain on the site, in particular the Well of Souls.
6. The proposal would demonstrably harm the amenities enjoyed by the local residents, i.e. overshadowing and blocking of the sunlight during the winter months.
7. The proposed flats fronting Castle Road will utterly compromise both mine and my neighbour's privacy due to the fact that each floor of this three-story block has 32 windows overlooking Castle Road.
8. 41 spaces for 72 apartments would result in a loss of current on road parking spaces which will mean the loss of a valuable residential amenity.
9. The north elevation fronting Castle Road shows the enormity of the 100m long proposed development. The roof height nearest Sneaton Castle would be at least 10m high increasing to over 12m due to the incline of the land. Croft Farm is dwarfed by the proposed apartments.
10. In an area that is predominantly semi-detached houses the proposal will have a massive negative and unacceptable visual impact, being totally affect the character of the neighbourhood.
11. The development is so high and immense that it will have an adverse effect on the setting of Sneaton Castle and the surrounding area.
12. The lack of public transport into town will be a problem due to buses no longer running.

The objections received in relation to the amended scheme are as follows:

1. The roof design is an improvement but the building remains too long and too high and is totally unacceptable to residents on Castle Road. The additional balconies will also result in a further lack of privacy.
2. The current application is for a three storey apartment block with roof ridge height of 11 metres. The proposed 'T' shaped building with North-South length of approximately 60 metres lying across the "view corridor" must obscure or restrict the view from Sneaton Castle entrance to Whitby Abbey and, consequently, conflicts with the original key view requirement of the 2014 approval.
3. The proposed three storey apartment block is excessively large and completely out of character with existing nearby properties and will significantly impact on adjacent houses on the northern side of Castle Road and nearby, i.e. loss of privacy, views and sunlight in winter months.
4. I note in the revised application that the number of retirement units has been reduced from 72 to 65, this is a very small reduction in units, and is still too large a development for the site. The building is still a grotesque size and doesn't flow with the surrounding properties.
5. In the revised plans the building is still three storeys high, and it has only been reduced to two storeys at the east and west ends of the northern elevation. This is not an acceptable size for the building, and the whole building should be reduced from three to two storeys.

6. There are a number of Grade II Listed Buildings neighbouring the proposed development, and these buildings of historical interest would be dwarfed by the sheer size of the building proposed.

7. The farm that use to stand on the site was quite large, but none of these previous farm buildings stood at the height of the proposed plan of the retirement home. This is far too prominent; it will be an eye sore. Can we not try and preserve the views and light we have? The use of single storey buildings, perhaps bungalows would put the majority of people at ease.

8. There is no respect to the significant heritage of the area with an enormous modern building. I can't help but feel this to be very inharmonious to the surrounding area.

9. The town is being over developed. Most of the properties being built are ending up as second homes or holiday lets.

5.0 RELEVANT SITE HISTORY

5.1 2016 - Outline planning permission granted for development of up to 246 dwellings and 80 bed care home, under ref. 14/01376/OL

5.2 2016 - Reserved matters approval granted in relation to the appearance, landscaping, layout and scale of phase 1 (comprising of 190 dwellings) under ref. 16/00148/RM on land adjacent to the application site

5.3 2017 - Planning permission granted for the erection of 14 no. dwellings with associated landscaping and access under ref. 17/01925/FL

5.4 2017 - Reserved matters approval granted in relation to the appearance, landscaping, layout and scale of phase 2 (comprising of 46 dwellings) under ref. 17/01926/RM on land adjacent to the application site.

6.0 PLANNING POLICY

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of The Town and Country Planning Act 1990 require that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise (in the case of advertisement applications the Advertisement Regulations 2007 are applicable). Attention is drawn to the following Development Plan and other planning policies and guidance which are considered to be particularly relevant to the consideration of this application:-

Scarborough Borough Local Plan 2017

SD 1 - Presumption in Favour of Sustainable Development

SH 1 - Settlement Hierarchy

DEC 1 - Principles of Good Design

DEC 2 - Electric Vehicle Charging Points

DEC 3 - The Efficient Use of Land and Buildings

DEC 4 - Protection of Amenity

DEC 5 - The Historic and Built Environment

DEC 6 - Archaeology

HC 1 - Supporting Housing Development

HC 2 - New Housing Delivery
HC 5 - Older Persons Housing
ENV 3 - Environmental Risk

National Planning Policy Framework

NPPF5 - Delivering a sufficient supply of homes
NPPF11 - Making effective use of land
NPPF12 - Achieving well-designed places
NPPF15 - Conserving and enhancing the natural environment
NPPF16 - Conserving and enhancing the historic environment

Scarborough Borough Supplementary Planning Documents

Green Space (Adopted November 2014)

Local Planning Policy and Guidance

None relevant

7.0 ASSESSMENT

7.1 Taking into account relevant planning policy, representations, consultation responses and other material planning considerations, Officers consider the key issues in the determination of this application to be:

- Principle of development
- Archaeology
- Design considerations
- Accessibility, traffic and parking
- Impact on the setting of listed buildings
- Impact on amenity
- Security
- Drainage
- Other matters.

Principle of development

7.2 The principle of the development of this site was established through the grant of outline planning permission, which allowed for the erection of an 80 bed care home on the site itself, together with up to 246 dwellings on adjacent land to the south and west. Following the grant of outline permission, full planning permission has been granted for 14 dwellings on the application site.

7.3 This application proposes that the site be developed for an extra care development, comprising 65 apartments for older people with residents facilities. The applicant has advised that the proposed development is designed to meet the needs of older people, who wish to live a relatively independent life, but in a community that provides security, companionship and assistance, particularly in the case of any

emergency. The applicant advises that safety, security and companionship are said to reduce anxiety and maintain health and general well-being.

7.4 The site is included within the development limits of Whitby in the Local Plan 2017, with the site shown as a committed housing site (Policy HC1) on the proposals map. The proposal for retirement housing - to complement the market and affordable housing already permitted on adjacent land - is therefore considered to be acceptable in principle. The proposal is considered to accord with other relevant policies of the Local Plan, including SD1 (Presumption in Favour of Sustainable Development), SH1 (Settlement Hierarchy) and HC2 (New Housing Delivery), HC5 (Older Persons Housing) all of which support the new housing development within settlement limits subject to compliance with other policies of the Local Plan in respect of design and technical issues.

7.5 A number of objectors have questioned whether there is the need to provide this quantum of extra care housing in Whitby. However, your Officers are aware of the need to find suitable forms of housing for older people, especially those of advancing years and failing health. Extra care developments are designed to provide older people with the opportunity to live in their own flat whilst benefitting from varying amounts of care and support dependent upon their individual needs. Local Plan Policy HC5 (Older Persons Housing) specifically supports a variety of housing for older people, including Extra Care. The Local Plan states at paragraph 6.63 that it is likely that new specialist accommodation in the form of Extra Care Housing will be required during the Local Plan period, and such provision can help people to downsize and free up family houses for others. Whilst the development would include 65 self-contained flats, the addition of the care provision and shared facilities means that the development is classed as a C2 (Residential Institution) use rather than one providing Class C3 dwellinghouses, where affordable housing would be required by Local Plan Policy HC3. Therefore, there is no requirement for a proportion of the proposed flats to be provided as affordable housing.

7.6 The 2015 Strategic Housing Market Assessment (SHMA) highlighted that the Borough already has an above average proportion of older persons (25% of the resident population over pensionable age compared to the National average of 19%). The number of people aged 65 or over is projected to increase from 28,100 in 2015 to 38,200 by 2037 (a 35.9% increase), with the highest increase being amongst those over 85. The applicant has confirmed that there is an age restriction on their developments, requiring residents to be 70 years or over, although your Officers understand that the average age of new residents is 78.

7.7 The applicant has confirmed that from surveys it has commissioned that most people moving into retirement housing move an average distance of approximately 4 miles, with such developments enabling older residents to remain in their local area given the additional choice of accommodation designed to meet their needs in later life. Furthermore, the applicant also advises that such developments result in a reduced demand on public sector resources and health services as residents manage better and spend fewer nights in hospital, reducing the impact on NHS resources.

Archaeology

7.8 The Country Archaeologist has referred to anecdotal evidence of a well at the site and this is a matter that has been previously raised at outline stage. Given the Country

Archaeologist's advice it is considered appropriate to impose a condition requiring the submission of a written scheme of investigation (WSI) prior to work commencing. This would most likely require that an archaeologist be called to site to record the well, or any remnants of it, should they be discovered during excavation works.

Design considerations

7.9 Amendments have been made to the scheme following consideration of the objections received from residents and the concerns of officers. Officers advised that consideration be given to reducing the scale of the building in relation to neighbours, providing more space between the building and the frontage boundary wall to Castle Road, reducing the overall length of the building along the Castle Road frontage and considering amendments to the elevational design. Having considered a number of amendments proposed by the applicant Officers also recommended that all the roofs be hipped to reduce the visual bulk of the roofs.

7.10 In terms of the approach to the layout of the site is in principle considered to be the correct one, providing for a main elevation that faces onto Castle Road, a key route into Whitby from the west. The T-shaped footprint is also considered to be appropriate enabling a garden area to be placed to the High Stakesby Road side of the site, keeping built development away from the neighbouring listed building, Castle View. It also enables access to the car park within the site direct from the new estate road serving the wider residential development site to the south and the west of the application site.

7.11 In terms of the overall scale of the building, concern has been expressed from residents about the height and length of the building, especially when viewed from High Stakesby Road and Castle Road, given the majority of the houses in the locality are two-storey in height and are laid out as detached and semi-detached properties with gaps between them. Whilst the nature of an Extra Care building means that a continual footprint is needed, so as to link all the flats to the shared facilities in a fully disabled accessible manner, in response to these concerns the scheme architect has sought to reduce the overall visual bulk of the building in a number of ways. The eastern end of the development has been reduced in length, to move it further away from High Stakesby Road, whilst the east and west ends of the development have been reduced to two storey, retaining a three storey central section. To further reduce the visual bulk of the building the gable ends have been replaced with hipped roofs.

7.12 An objector has made reference to the comments in the committee report for the outline planning application from 2015 in respect of the height of the then proposed care home. The report confirms that the care home would have eaves and ridge heights comparable to the proposed two-storey dwellings on the wider site, with typical two-storey heights of approximately 5.25m to eaves and 9.75m to roof ridge being proposed. Due to changes in the level of the highway, from Castle Road the three storey elements of the Extra Care development would have eaves heights in relation to the highway of between 8.0m and 9.0m and ridge heights of between 10.3m and 12.0m. The two storey elements would have eaves heights of between 5m and 6.5m in relation to the adjacent highway and ridge heights ranging from 7.5m at the west end and 9.0m at the east end. Whilst these heights are greater than those anticipated at outline stage, this does not mean that the heights are unacceptable in this location. Your Officers consider that the amendments made have reduced the visual bulk of the proposed

building to an acceptable scale, but acknowledge that some residents remain concerned over the building's size and height.

7.13 At outline permission stage, the site was proposed to accommodate a two-storey care home with sizeable roof, with the intention of creating a building that would act as a focal point on this prominent corner of the site. The provision of a focal point building was proposed as a key element of the wider site's layout, addressing both Castle Road and High Stakesby Road, and providing an active frontage (i.e. one with windows to habitable rooms) to the road junction immediately to the north east of the site. The amended proposal is considered to provide a focal point building, whilst also ensuring its scale is appropriate in relation to its neighbours, reducing in terms of storey heights to the east and west ends.

7.14 Whilst some objectors have called for the entire development to be a maximum of two storeys in height, such an approach is considered likely to result in a building that would not act as a focal point, and one that would not add visual interest to the locality, especially being as it would be set behind a substantial stone boundary wall.

7.15 In relation to the issue of distance from the boundary wall, the scheme has been amended to remove three storey projections from the Castle Road elevation, as these were considered to have the effect of making the building appear too close to the wall. The elevation of the proposed building would be set back from the boundary wall by distances ranging from 8.03m to 9.15m. This has been increased from the original proposal by the removal of three storey high projecting gables which placed the building between 7.2m and 8.4m from the boundary wall.

7.16 Whilst it is acknowledged that the building is of a substantial length, the site is considered to be one where a larger building is appropriate. Whilst the building would be some 84.5m long when viewed from Castle Road, it is broken into five different elements with varying storey heights and eaves and ridge heights. The different elements of the building would range from between 7.0m and 24.0m in length. Officers consider that the treatment of the building in this manner successfully 'breaks up' its appearance and reduces the overall sense of the scale of the building.

7.17 A number of amendments have been undertaken by the applicant in relation to concerns raised by your Officers regarding elevational design. These include ensuring windows are included in the west facing elevation of the building overlooking the main estate road from where access to the site would be taken. This ensures visual interest and general surveillance for users of the adjacent highway. A greater use of reconstituted stonework is proposed to the elevations, with a number of rendered sections and areas of red tile hanging to add visual interest. In addition, the main entrance to the building has been positioned within a projecting gable feature that clearly defines the entrance to the building from the proposed car park. The introduction of hipped roofs throughout the building is considered to help reduce its visual bulk and also reflects the hipped roofs found on many of the houses on Castle Road.

7.18 The applicant has produced an additional drawing which illustrates the footprint of the proposal and the previous permissions for the care home (granted in outline) and the 14 dwellings (granted with full details), and also the footprint of the various farm buildings that formerly occupied the site. This demonstrates that the various proposals occupy similar areas of the site, with the care home and a number of the houses being

sited closer to Castle Road frontage, although it must be acknowledged that the eaves and ridge of the building would be higher than those envisaged for the care home.

7.19 With the various amendments made, your Officers consider that the proposal now provides for a suitable form of 'focal point' building that would be visually attractive in its own right and also an appropriate addition to the street scene. The amended proposal is considered to meet the principles of good design set out in Policy DEC1 of the Scarborough Borough Local Plan.

Accessibility, traffic and parking

7.20 The development has been designed to be fully accessible to all potential residents with age related mobility issues and disabilities. The general concept behind Extra Care housing is that residents can move in at a point where their need for care is not too great, but with the comfort that greater care and support can be given as and when their needs change. The Planning Statement confirms that:

"One of the basic concepts of 'Retirement Living Plus' is to provide a barrier free environment with accommodation that is entirely wheelchair accessible..... As a result, all corridors, communal areas and living accommodation are fully wheelchair accessible, and as a consequence all the above features help to defer the time when "one to one" care assistance is needed; and even then, there are the obvious economies in scale to be derived by managing care delivery to grouped living units. This helps save both time and travel costs with a subsequent saving in public expenditure and personal outlay for residents."

7.21 Notwithstanding the above, a concern has been raised regarding the content of the Design and Access Statement regarding reference to an out-dated British Standards in relation to accessibility. This has been queried with the applicant who has apologised for the oversight. The applicant has confirmed that the development will conform to the current British Standard BS 8300-2:2018 in terms of accessibility, as well as current Approved Document Part M (of the Building Regulations). With regards the communal WC provision located adjacent the main entrance / homeowner's lounge, the applicant has confirmed that this will be laid out in strict accordance with figure 40 of BS 8300-2:2018, which provides for a fully accessible unisex WC (including use by wheelchair users).

7.22 The nearest bus stop currently in use is located at Runswick Avenue. Unfortunately the bus service (No.91) that stopped immediately outside the site on Castle Road ceased operation some time ago due to a lack of demand. The Runswick Avenue stop is served by bus service 95. This service runs two buses an hour and serves Whitby bus station, which is located within the Town Centre adjacent to the railway station, therefore access to the railway station and Whitby Town Centre can be attained via the means of public transport. That said, due to the age of many of the occupiers of an Extra Care development, the applicant has confirmed that often bespoke arrangements are needed in terms of travel. In this regard the applicant proposes to put arrangements in place with local taxi businesses operating mini buses that provides for subsidised trips into the centre of Whitby, potentially twice weekly, to allow residents to visit the town centre should they so wish. The applicant confirms this system is operated in other Extra Care schemes and encourages communal shopping trips by residents.

7.23 Some residents will use mobility scooters to make journeys away from the site, and a dedicated scooter store with charging facilities is provided. Given the nature of the proposed residents, NYCC Highways has asked that the applicant give consideration to improving the crossing point on High Stakesby Road, at the north east corner of the site. In response, the applicant proposes to slightly reduce the length of the boundary wall where it meets High Stakesby Road and to build the new wall required to close the existing farm access on High Stakesby Road along a new line, such that the visibility for pedestrians and mobility scooter users is enhanced at this point. This proposal is not considered to have any material impact on the boundary wall itself, whilst it will result in a beneficial improvement in terms of visibility for all highway users, which is welcomed. In addition, the applicant has agreed to the imposition of a condition to require the crossing point to be upgraded to provide a central pedestrian island in the carriageway for the benefit of those using walking aids and mobility scooters. This will require some localised carriageway widening that can be accomplished by the proposed works to re-align of the boundary wall in this location.

7.24 Given the average age of residents, Extra Care developments tend to have low traffic generation, as car ownership is lower. The applicant has provided a Transport Statement in support of the application, and this demonstrates that the development can be satisfactorily accessed, that it has sufficient on-site car parking provision and that the traffic generated will not have a material impact upon the operation of the adjacent highway network.

7.25 The Traffic Statement advises that:

"Retirement Living developments are quite different to conventional residential developments when considering trip generation. Firstly, occupancy levels are typically lower. Secondly, the average age of entry is much higher. Thirdly car ownership levels are much lower. Finally Retirement Living residents tend not to travel during peak traffic hours.

Both the car park and the Retirement Living development are low traffic generators, particularly during peak traffic periods when traffic on the public highway is higher. The proposed Retirement Living development will intensify the use of the existing access. However, these movements will be low and will be spread throughout the day."

7.26 Based upon research of other Extra Care developments, the applicant has advised that an average trip rate of 1.54 trips per apartment two-way per 12 hour day. Therefore the 65 flats would be expected to generate some 100.1 vehicle movements per 12 hour day (i.e. 50 in and 50 out over a 12 hour period).

7.27 The applicant has also advised that the 41 proposed car parking spaces serving the development (including four accessible spaces) should be considered sufficient to serve the proposal given the nature of the proposed occupiers. The applicant has included survey work undertaken in respect of the parking demands for a number of existing Extra Care developments. Research indicates that the average peak demand for spaces is equal to 0.474 spaces per flat. The proposed scheme includes 41 spaces, which equates to 0.63 spaces per flat. Given the research findings, the on-site parking is considered to be sufficient to accommodate all anticipated car borne visitors to the proposed development. As a result there should be no on-street parking on the roads in the immediate vicinity of the site.

7.28 The Highway Authority has confirmed that it raises no objection to the proposals on traffic generation or highway safety grounds, subject to the improvements to the visibility at the existing crossing point on High Stakesby Road.

Impact on the setting of listed buildings

7.29 In accordance with Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Local Planning Authority is required to pay special regard to the desirability of preserving the setting of listed structures potentially affected by a proposal.

7.30 There are a number of listed buildings close to the site, all listed at Grade 2. These are The Croft, Manor Cottage and Castle View, which are positioned on the opposite side of High Stakesby Road to the site, to its east. The site was previously occupied by a range of relatively modern agricultural buildings and a surface car park, with commercial vehicles and equipment stored in the open and viewable from adjacent roads. This situation was not considered to be particularly helpful to the setting of the listed buildings.

7.31 The redevelopment of the site for Extra Care housing is considered to enhance the setting of the listed buildings, as the proposed building would be positioned away from the neighbouring listed buildings and would be two storeys in height at its closest point to the east boundary of the site. In addition, the stone boundary wall along High Stakesby Road would be repaired and extended (with the closure of a former farm entrance). The sizeable garden area that would be used by residents of the development occupies the south east corner of the site and this would provide an area of open space that would enhance the setting of Castle View, in particular.

7.32 The proposed building, whilst sizeable, is not considered to impact on the setting of Sneaton Castle, which is located some distance to the west. At outline stage it was determined that the impact of the overall housing development - whilst within relatively close proximity to the Castle - would protect the setting of the heritage asset from substantial harm subject to careful considerations over layout, open space and landscape planting. In particular, it was determined that the maintenance of views of the Castle on approach from Castle Road from the east, and the long range views from the Castle to Whitby Abbey (and vice versa) were important attributes of the overall proposal. The applicant has demonstrated through the supporting visual information submitted with the application that the development, despite its three storey height, does not have any impact on these important views.

7.33 At the outline application stage it was determined that the overall development on the wider site would result in less than substantial harm to the significance of Sneaton Castle, and that this low level of harm was considered to be outweighed by the benefits of the scheme in providing housing, including affordable housing to meet local needs, together with enhanced public views of the Castle from the proposed open space running along the western boundary of the application site. In addition, it was considered that the setting of the three Grade 2 listed buildings at High Stakesby would be enhanced by the removal of the existing utilitarian farm buildings and their replacement by a care home incorporating stone elements into its elevations, and with appropriate landscaping within its grounds.

7.34 The current proposal is considered to accord with the above approach and therefore in granting permission the LPA would be acting in compliance with its duties under Section 66(1).

Impact on amenity

7.35 Concerns have been raised by local residents regarding the potential for impact on their residential amenities. Although it is accepted that the development would result in a markedly different outlook for neighbours, given that many currently have views of undeveloped land (behind a substantial boundary wall), formerly occupied by a range of farm buildings, it is not considered that the impact on amenity would be harmful, such that the proposal would be unacceptable. This is due to the separation distances involved between existing and proposed, which would generally be in excess of 25m (across an existing public highway).

7.36 In terms of effect on outlook from nearby properties, the impact of overlooking on privacy, and the proximity of development to neighbours and whether this would result in overbearing effect, your officers consider that no serious impact on residential amenity would arise by the development of a three-storey Extra Care development on the site. The applicant has been asked to provide a number of drawings and photomontages to demonstrate matters. These show that despite concerns from residents, the three storey building will not be overly dominant on its neighbours on the opposite side of Castle North. It also demonstrates that despite neighbour concerns that the building will impact on the sunlight that this would not be the case.

7.37 The occupation of the site as a residential development is unlikely to result in any serious effects on residential amenity through the levels of noise, smell and other pollutants that would arise. Extra Care schemes are considered to be quiet neighbours that are low traffic generators, with vehicle movements mainly outside peak hours.

7.38 Given the above matters, the proposal is considered to accord with Policy DEC4 of the Local Plan, which requires that development should not give rise to unacceptable impacts on amenity.

Security

7.39 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 considered to be appropriately dealt with by a condition, should planning permission be granted.

Drainage

7.40 The proposal would be served by a sustainable drainage system, the main details of which were previously approved under approvals 14/01376/OL and 16/00148/RM. The system is a combination of oversized pipes under the roads within the development and also a detention basin which has been installed on lower lying

land, immediately to the south of the wider development site, which has been constructed to comply with Yorkshire Water's adoption standards. The proposed system has been designed to store in the region of 3400 cubic metres of water, to deal with a 1 in 100 year event. The surface water would then be released from the basin at an attenuated rate into the adjacent watercourse, so that discharge would be the same as the previous greenfield situation. The foul drainage is proposed to connect to the existing mains in Castle Road, in compliance with Yorkshire Water's advice.

Other matters

7.41 The applicant has included information on the economic benefits of Extra Care accommodation. In employment terms, the scheme will create a mix of full and part time positions. Your officers understand that a typical 50-unit scheme would generate the equivalent of between 14 - 17 full time jobs. In addition, around 60 local companies will be employed during the construction phase.

7.42 The applicant has made reference to a report compiled by 'The Opinion Research Business' (ORB) titled 'A Better Life: Private Sheltered Housing and Independent Living for Older People' states how Retirement Living housing helps to underpin local shops, services and facilities. The report found that 62% of residents in Retirement Living schemes preferred to shop locally, with 45% of residents shopping within one mile of their scheme. The proposal will therefore help to improve the viability of businesses within Whitby itself and is therefore clearly economically sustainable.

7.43 Providing appropriate alternative housing for older people has the advantage of freeing up the homes that they often under-occupy that are then available to families in need of more generous accommodation. Such a benefit should be felt locally as the applicant has stated that from survey work they have undertaken most new residents of Extra Care schemes move only some 4 miles from their previous home.

8.0 PRE-COMMENCEMENT CONDITIONS

8.1 No pre-commencement conditions are proposed.

9.0 CONCLUSION

9.1 In conclusion, your Officers consider that the amended scheme strikes an appropriate balance between optimising the development potential of a committed housing site (as shown in the Local Plan), whilst respecting the context within which the site sits in terms of design, scale and siting. Your Officers consider that the scheme would successfully assimilate with existing neighbours (and approved development that has yet to be built), and provides a form of housing for which there is a current, and growing need in the area. The development is considered to comply with the relevant policies of the Scarborough Borough Local Plan.

POSITIVE & PROACTIVE STATEMENT

The proposed development as submitted was not entirely acceptable, so the Local Planning Authority acted positively and proactively by securing the submission of revised plans and/or additional information, which addressed the original concerns.

RECOMMENDATION

PERMISSION BE GRANTED, subject to the following condition(s)

- 1 The development hereby permitted shall be carried out in accordance with the following plans, unless any amendment is first agreed in writing by the Local Planning Authority:

*List of approved drawing to be inserted.

Reason: For the avoidance of doubt.

- 2 Before the commencement of any works of construction above foundation level of the development hereby granted, a schedule of external materials of construction of buildings and hard surfaced areas shall be submitted to and approved in writing by the Local Planning Authority. Samples shall be provided as may be required by the Local Planning Authority of the materials in the schedule and the use of such samples shall be approved in writing by the Local Planning Authority.

Reason: In the interests of the appearance of the development, the setting of nearby listed buildings and visual amenity of the area in accordance with Policy DEC1 of the Scarborough Borough Local Plan.

- 3 Should a well or its remnants be found on the site during site clearance works or during construction works, all work in that area of the site shall cease until a method statement has been submitted to and approved in writing by the Local Planning Authority detailing how the feature will be recorded. The method statement shall also set out the precautions to be taken to ensure no further activity on site impacts on the feature until the recording work has been completed.

Reason: To ensure the archaeological interest of any well discovered on site is recorded in accordance with Policy DEC5 of the Scarborough Borough Local Plan.

- 4 The surface water drainage scheme serving the development shall be installed in strict accordance with the approved drainage drawing 9001 Rev P01.

Reason: To ensure that surface water from the site is discharged to the adjacent watercourse at the approved attenuated rates granted for the wider development site under Outline Planning Permission 14/01376/OL to ensure the development does not contribute to flooding off-site in accordance with Policy ENV3 of the Scarborough Borough Local Plan.

- 5 Prior to the commencement of any works above foundation level, details of the additional or amended details of security measures proposed in response to the recommendations set out in the Police Designing Out Crime Officer's report dated 3 June 2019 shall be submitted to and approved in writing by the Local Planning Authority. The approved security measures shall be included within the development prior to the first occupation of the building.

Reason: To protect the residents of the building from crime and anti-social behaviour in accordance with Policy DEC1 of the Scarborough Borough Local Plan.

- 6 Highways Conditions (to be confirmed at the meeting).

Notes

- 1 1 You are advised to agree a Construction Method Statement for the development with the Local Highway Authority prior to the commencement of works on site. The Statement should provide for the following:
- a. the parking of vehicles of site operatives and visitors
 - b. loading and unloading of plant and materials
 - c. storage of plant and materials used in constructing the development
 - d. wheel washing facilities
 - e. HGV routing.

David Walker

Background Papers:

Those documents referred to in this report.

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT OR WISH TO INSPECT ANY OF THE BACKGROUND PAPERS, PLEASE CONTACT MR M P WHITMORE ON 01723 232475 email Marcus.Whitmore@scarborough.gov.uk



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