

PLANNING, DESIGN & ACCESS STATEMENT

**AMENDMENT TO CONSENT NO. 201141, PROPOSING CONSTRUCTION OF A
13 BEDROOM CARE BUILDING (CLASS C2) WITH ANCILLARY ACCOMMODATION
AND ASSOCIATED WORKS**

AT

NORTHCOURT LODGE, 65 NORTHCOURT AVENUE, READING, RG2 7HF



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Report Ref: 2685/PDAS

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1. INTRODUCTION

- 1.1 This Planning, Design and Access Statement has been prepared by Ian Sullivan Architecture Ltd (ISA Ltd) on behalf of Northcourt Lodge Care Home Ltd, proposing construction of a 13 bedroom care building (Class C2) with ancillary accommodation and associated works at Northcourt Lodge, 65 Northcourt Avenue, Reading, RG2 7HF.
- 1.2 It is submitted in support of a re-application for full planning permission.
- 1.3 In addition to the submitted plans, the CIL form is duly completed.
- 1.4 This statement also provides a summary of relevant planning policy and the case for the development.
- 1.5 The size of the site and the proposed scheme is appropriate in both cases.
- 1.6 The application site currently benefits Planning Consent Ref: 201141 for a 15 bedroom building (Class C2) with ancillary accommodation and associated works. This application seeks to reduce the current consent of 15 bedrooms to 13 bedrooms to improve the bedroom sizes.



Site Location Plan

2. THE SITE & LOCAL CONTEXT



Fig 1.

- 2.1 The site amounts to 2100m² and is located on Northcourt Avenue, a residential area which is located within the Reading East Urban Area. This is a relatively small geographical area, but contains some 28,700 residents according to the 2011 Census, making it the highest residential density in the Borough outside the town centre. (Development for the proposed extension and alterations shall be permitted under local policies CR13 'East Side Major Opportunity Area'). This Policy seeks to realise that the vision for 'The east side area will be a new community at the eastern fringes of the centre, lending a more urban character to the area, and helping to frame the historic east of the central core and Policy H6 (Accommodation for vulnerable people)'.
- 2.2 Reading's location on the Great Western main rail line and the M4 motorway makes it a major hub for transport movement. Reading station is one of the busiest stations outside London and will also mark the western extent of the Elizabeth Line (formerly known as Crossrail). In addition, Reading's location on the Kennet & Avon canal and River Thames and at the meeting point of several national cycle routes gives it significance for a variety of other modes of travel.
- 2.3 The proposals comprise construction of a 13 bedroom care building (Class C2) with ancillary accommodation and associated works within the grounds of the existing nursing home.



Fig 2.

- 2.4 The existing property known as 'Northcourt Lodge Nursing Home' (Class C2) is currently a 22 bed (single rooms) care home, tailored to suit the needs of people over the age of 65, focusing on spiritual, mental, physical and social well-being. There are registered care categories which include Dementia, Alzheimer's, Cancer Care and other specialist care categories. The Care Home with nursing is privately owned and is located within its own grounds to the rear of properties in Shinfield Road, east and north of properties in Wellington Avenue.
- 2.5 East Reading, within the Borough boundary is dominated by Victorian housing. The area grew up with the industrial expansion of the town in the 19th century, and the housing supported the key industries such as Huntley and Palmers biscuits and Suttons Seeds. The heritage is evident in the names around the area, including Palmer Park and Alfred Sutton primary school. Much of the area is formed of terraced housing, but there are also larger homes within the local area.
- 2.6 The building is of some 60 years old, built in the 1960's and is a rectangular shaped building with attractive projecting gables. A two storey wing facing the communal gardens, backed by a two storey pitched roof wing to the rear, facing the car park.
- 2.7 The elevation facades consist of mainly facing red brickwork and render / white timber soffit boards to some areas with brown rosemary concrete tiles (see Fig.2). The pitched roofs are brown interlocking concrete roof tiles (see Fig. 1). Rainwater goods and windows are white UPVC. Northcourt Lodge, 'Residential Care Home' is accessed via Northcourt Avenue.

- 2.8 An existing car park serving the care home is located to the north east of the building.
- 2.9 The proposed construction of a 13 bedroom care building (Class C2) with ancillary accommodation will be served by a pedestrian and vehicular access served also from Northcourt Avenue. This is a reduction of 2 bedrooms from the previous consented scheme.
- 2.10 The site has level topography and seeks to utilise existing levels.



Fig. 3. Opposite Northcourt Lodge, west of site



Fig. 4. Existing residential housing – north west of the site



Fig. 5. Existing residential housing – south of the site



Fig. 6. Shinfield Road (A327) east of site housing & Leighton Park School

- 2.11 There are existing residential properties surrounding the area, which are all well-established (C3 use).
- 2.12 The existing buildings consist of: -

Ground floor	283m ²
First floor	263m ²
Total	546m²

2.13 The proposed care building will provide a net internal gross area as follows: -

Residential Care Home Schedule (Class C2)

Bedroom 1	13.06m ²
Bedroom 2	17.74m ²
Bedroom 3	13.38m ²
Bedroom 4	12.55m ²
Bedroom 5	12.69m ²
Bedroom 6	12.66m ²
Bedroom 7	12.75m ²
Bedroom 8	12.29m ²
Bedroom 9	13.34m ²
Bedroom 10	16.43m ²
Bedroom 11	14.32m ²
Bedroom 12	16.58m ²
Bedroom 13	14.14m ²
Total	181.93m²

- Ancillary accommodation provided.

2.14 Comprising of 13 bedrooms with ensuites, lounge area, office, laundry room, kitchen, ambient disabled staircase, lift, disabled bathroom and plant room.

Ground floor level	195.76m ²
First floor level	162.47m ²
Attic room	72.56m ²
Total	430.79m²

- Bin areas provided.
- Cycle storage areas provided.

2.15 On-Site Parking Provision

- Existing parking – 6 no. car spaces
- Proposed parking – 7 no. car spaces

2.16 Previous planning history of the site consists of the following: -

- [Application Ref: 201141 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
Construction of a 15 bedroom building (C2 use) with ancillary accommodation and associated works.
Decision Date 07/09/2021 – Granted.
- [Application Ref: 060477 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
Retrospective application for first floor rear extension to provide 7 additional bedrooms to existing care home.
Decision Date 18/08/2006 – Granted.
- [Application Ref: 050070 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
Single storey ground floor rear extension to provide 10 additional bedrooms to existing care home.
Decision Date 30/09/2005 – Withdrawn
- [Application Ref: 030203 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
First floor rear extension and two storey side extension to provide store and enclosed staircase to first floor.
Decision Date 19/09/2003 – Granted.
- [Application Ref: 010126 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
Erection of single storey extension forming a garden room on the southside of the elderly care home.
Decision Date 26/10/2001 – Granted.
- [Application Ref: 990783 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
New two storey house.
Decision Date 28/04/2000 – Granted.
- [Application Ref: 960712 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
Installation of two storey lift enclosure at the rear of Northcourt Lodge Rest Home to serve the ground and first floor.
Decision Date 18/02/1997 – Granted.
- [Application Ref: 891331 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
Erection of rear first floor extension to existing nursing home.
Decision Date 12/04/1990 – Granted.
- [Application Ref: 891329 – 65 Northcourt Avenue, Reading, RG2 7HF.](#)
Erection of front and side two storey extension to existing nursing home for the elderly.
Decision Date 27/07/1989 – Refused.

3. PLANNING POLICY

3.1 Planning Policy relevant to this small-scale development proposal is contained within: -

- Adopted Reading Borough Local Plan (November 2019);
- Revised National Planning Policy Framework July 2021 (NPPF);
- National Design Guide September 2019 (NDG).

Relevant Planning Policy and Guidance;

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

Equality Act 2010;

In determining this application, 'Reading Borough Council' are required to have regard to its obligations under the Equality Act 2010. However, there is no indication or evidence that the protected groups identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Therefore, in terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

A Summary of 'The Care Act' can be found on Reading Borough's Council website. It states that 'The Care Act' updates over 60 years of law around adult social care in England. The changes are wide-ranging and cover all adults with care and support needs (whether they get support from the Council or not) and carers. Some of the changes strengthen the ways that councils already work and some of them are new responsibilities. It confirms the importance of Supporting Local Services – '*Councils must work with organisations that provide care and support services to make sure people have a choice of high quality services in their local area*'.

Reading Borough Local Plan (2019)

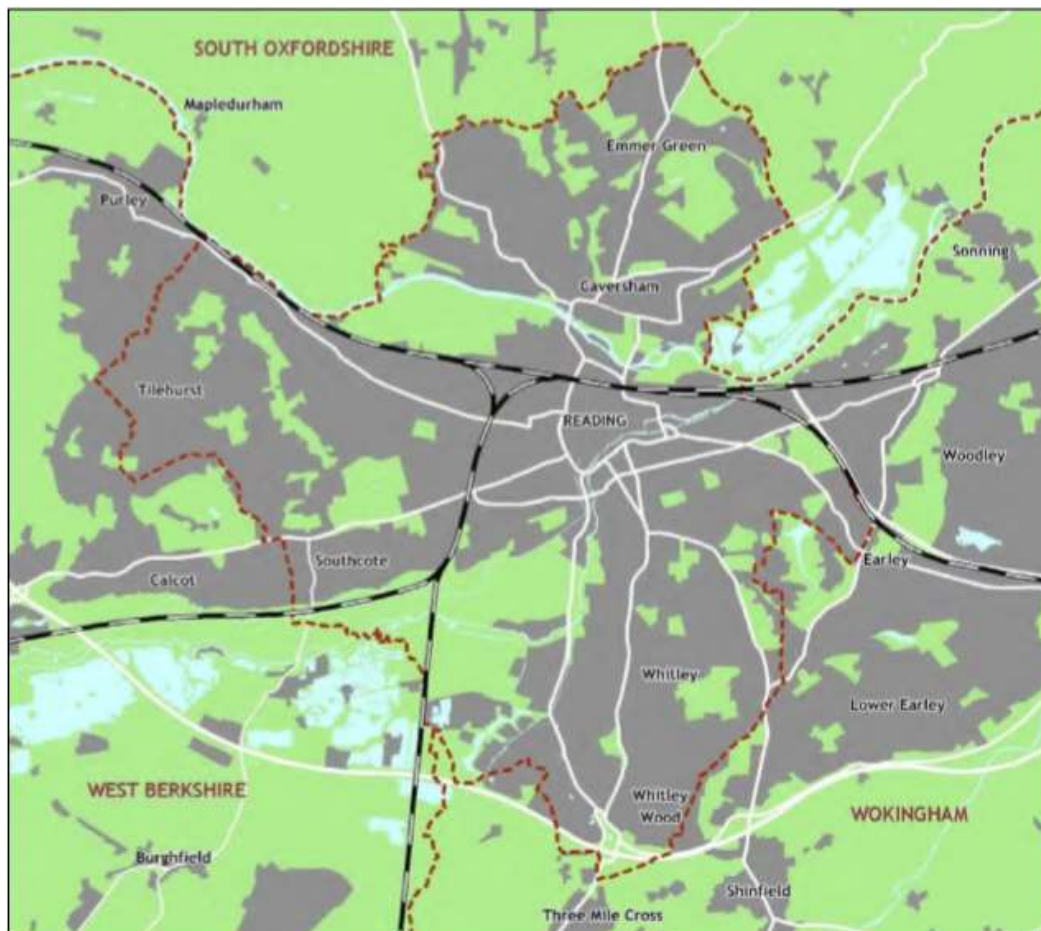


Fig.7. Context of Reading Borough

- 3.2 The Local Plan is the main planning document for Reading. It replaces the three previous development plan documents – the Core Strategy (adopted 2008, amended 2015), Reading Central Area Action Plan (adopted 2009) and Sites and Detailed Policies Document (adopted 2012, amended 2015).
- 3.3 Reading is an ancient town with over 1,000 years of history, and contains a wealth of archaeology and historic buildings. The historic environment has been, and is, important in forming the identity of the town and its people.
- 3.4 Policy CC1 (PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT) requires a positive approach to considering development proposals will be taken that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF). Where appropriate, the Council will work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible.

- 3.5 Policy CC7 (DESIGN AND THE PUBLIC REALM) confirms that all development must be of high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located.

The various components of development form, including: -

- Layout: urban structure;
- Landscape;
- Density;
- Scale: height and massing; and
- Architectural detail and materials.

Developments will also be assessed to ensure that they: -

- Respond positively to their local context and create or reinforce local character and distinctiveness, including protecting and enhancing the historic environment of the Borough and providing value to the public realm;
- Address the needs of all in society;
- Are visually attractive as a result of good high quality built forms and spaces.

- 3.6 This mixed pattern of development is an important characteristic of the area and the proposed development adds to this pattern.

- 3.7 There will be limited changes to the external elevations of the property, that being a proposed modest new two storey building incorporating an attic room. It is deemed that increasing the intensity of the residential (C2) use will not detrimentally impact the character and appearance of the area.

- 3.8 Policy CC8 (SAFEGUARDING AMENITY) sets out that new development will not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties, in terms of:

- Privacy and overlooking;
- Access to sunlight and daylight;
- Visual dominance and overbearing effects of a development;
- Harm to outlook;
- Noise and disturbance;
- Artificial lighting;
- Vibration;

- Dust and fumes;
 - Smell;
 - Crime and safety; or
 - Wind, where the proposals involve new development of more than 8 storeys.
- 3.9 The position of habitable rooms, windows and outdoor living spaces will be particularly important.
- 3.10 Policy H6 (ACCOMMODATION FOR VULNERABLE PEOPLE) confirms that provision will be made for at least an additional 253 residential care bedspaces for elderly people between 2013 and 2036, in addition to the overall housing need. Other specialist accommodation for vulnerable people will address the identified needs, which are primarily for accommodation that enables occupants to live as independently as possible, particularly for older people and people with physical disabilities.
- 3.11 Development for specialist accommodation for vulnerable people will fulfil the following criteria:
- Developments will, where possible, locate accommodation close to, or incorporate, relevant community facilities, such as healthcare services, or day care for elderly people.
- 3.12 Policy H10 (PRIVATE AND COMMUNAL OUTDOOR SPACE) confirms that the design of outdoor areas will respect the size and character of other similar spaces in the vicinity, clearly identify whether they are private or communal spaces, ensure that they are appropriately related to main entrances, enhance safety and the perception of safety for future residents and the general public, and not be compromised by the relationship of other buildings which may be detrimental in terms of overlooking, overbearing or overshadowing.
- 3.13 Policy OU1 (NEW AND EXISTING COMMUNITY FACILITIES) promotes and supports proposals for new, extended or improved community facilities will be acceptable, particularly where this will involve co-location of facilities on a single site. Proposals for on-site intensification of important facilities, such as schools and healthcare uses, will be supported.

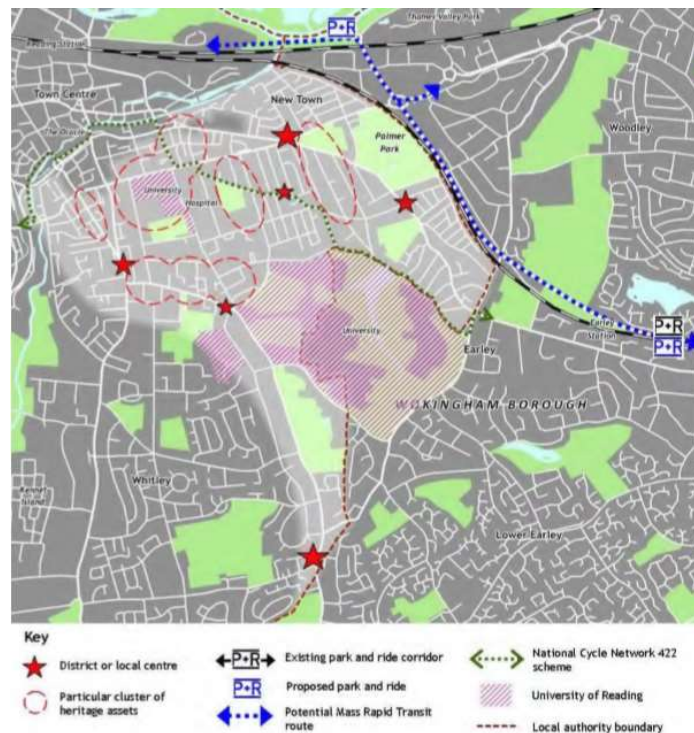


Fig. 8. Area Strategy for East Reading

- 3.14 Policy TR3 (ACCESS, TRAFFIC AND HIGHWAY-RELATED MATTERS) seeks to concentrate in determining proposals involving a new or altered access onto the transport network, improvement works to the transport network, the creation of new transport infrastructure or the generation of additional trips on the transport network, consideration will be given to the effect on safety, congestion and the environment. Development will only be permitted where:-
- i) Accesses and works to the highway comply with the adopted standards of the Transport Authority;
 - ii) The development would not have a material detrimental impact on the functioning of the transport network;
 - iii) The proposals would not be detrimental to the safety of users of the transport network, including pedestrians and cyclists;
 - iv) The proposal would not generate regular movement of heavy goods vehicles (HGVs) on unsuitable roads, or on roads without easy access to the Classified Highway Network; and
 - v) For non-residential uses, or new dwellings on classified roads, off-street servicing would be provided.

Revised National Planning Policy Framework July 2021 (NPPF)

- 3.15 The NPPF states that, at its heart, is the presumption in favour of sustainable development (Paragraph 10). In seeking to achieve this, the NPPF stresses that it does not change the status of the Development Plan as the starting point for decision making (Paragraphs 12 and 47).
- 3.16 In terms of decision making, the NPPF requires that Local Planning Authorities approach decisions on proposed development in a positive and creative way. This includes working proactively with applicants (including through their agents) to secure developments that will improve the economic, social and environmental conditions of the area (Paragraph 38).
- 3.17 Paragraph 11 emphasizes that proposed development that accords with an up-to-date Local Plan should be approved without delay, and proposed development that conflicts should be refused unless other material considerations indicate otherwise. The NPPF itself is a material consideration.
- 3.18 Paragraph 88 states that when considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored.
- 3.19 Paragraph 91 (Promoting healthy and safe communities) confirms that planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, including meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments.
- 3.20 Paragraph 112 provides specific advice on applications for development and should:
- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
 - b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
 - c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;

d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and

e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

- 3.21 Paragraph 119 requires planning decisions should promote the efficient use of land.
- 3.22 Paragraph 120d states to promote and support development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained, and available sites could be used more effectively.
- 3.23 Paragraph 126 stresses that good design is a key aspect of sustainable development. The NPPF also stresses that planning permission should be refused for poor design (Paragraph 134).

National Design Guide September 2019 (NDG)

- 3.24 The NDG was issued in September 2019. It is intended to complement the Revised NPPF.
- 3.25 The National Planning Policy Framework makes clear that creating high quality buildings and places is fundamental to what the planning and development process should achieve. The National Design Guide (NDG), illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice.
- 3.26 The NDG states that ‘The long-standing, fundamental principles for good design are that it is: fit for purpose; durable; and brings delight. It is relatively straightforward to define and assess these qualities for a building. We can identify its activities and users, the quality of detail, materials, construction and its potential flexibility. We can also make judgements about its beauty’.
- 3.27 As well as helping to inform development proposals and their assessment by local planning authorities, it supports paragraph 130 of the National Planning Policy Framework which states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 3.28 Paragraph 40 (Understand and relate well to the site, its local and wider context) requires that well-designed new development responds positively to the features of the site itself and the surrounding context beyond the site boundary. It enhances positive qualities and improves negative ones.

- 3.29 It also makes reference that well-designed development proposals are shaped by an understanding of the context that identifies opportunities for design as well as constraints upon it. This is proportionate to the nature, size and sensitivity of the site and proposal. A simple analysis may be appropriate for a small scale proposal.
- 3.30 The NDG identifies 10 characteristics as the basis for well-designed places. These include context, identity, built form, movement, nature, public spaces, uses, homes and buildings, resources and lifespan (Paragraph 36 and Part 2).

4. CONSTRAINTS AND OPPORTUNITIES

- 4.1 The site represents an opportunity proposing a 13 bedroom care building (Class C2) with ancillary accommodation and associated works to the grounds of the existing nursing home, within the physical limits of a settlement that is, due to its accessibility and sustainability, a location where development is directed and encouraged to locate. Consequently, the proposal accords with the provisions of Policy CC7 of Reading Borough Local Plan 2019.
- 4.2 It is considered that there is an over reliance on large strategic sites which take a long time to come forward. It is the smaller sites to bring forward these nursing homes in the short term and retaining a functioned 22 bedroom care home with nursing (C2 use) on the site.
- 4.3 Reading's 'Health & Wellbeing Strategy' sets out areas that will focus on to improve and protect Reading's health and wellbeing, including plans to meet Care Act obligations and to support care needs.
- 4.4 The proposed new building is for people with specialist care categories and associated conditions including Parkinson's Disease, Cancer Care and Alzheimer's.
- 4.5 Very few purpose-built nursing homes exist locally and generally nationally to serve people with specialist difficulties and associated conditions, and these will be incorporated as part of the build and modernisation of the property as a whole. The building design is based on current best practice guidance.
- 4.6 The setting of the home is to make it part of the community as opposed to give it an institutional feel and provide a homely setting in the local community. The proposed care facility is also in line with the governments transforming care agenda and help support even those people with the most complex care needs, improve their quality of life and achieve positive outcomes.
- 4.7 The purpose of the nursing home is not only to provide a quality service, but also the quality of the accommodation thus enhancing the service to this group of vulnerable people who may otherwise be placed out of county away from their families.
- 4.8 The closest bus stops are situated on Shinfield Road (A327), and the nearest railway station (Reading) being only 3 km, approximately 10 minutes away.

- 4.9 An opportunity exists to layout the building in a fashion that will retain and reflect the character of the site and the grain of the surrounding urban area. The separation distances required are considered achieved. It is similar to that of the current Planning Consent Ref: 201141.
- 4.10 The building is not listed, nor in a conservation area.

5. THE DEVELOPMENT PROPOSAL – DESIGN AND ACCESS

5.1 The application proposes:

‘Construction of a 13 bedroom care building (Class C2) with ancillary accommodation and associated works’ within the grounds of the existing nursing home at Northcourt Lodge, 65 Northcourt Avenue, Reading, RG2 7HF.



Fig. 9. Proposed Site Plan

Layout

5.2 The layout of the new 13 bedroom care building is formed with regard to surrounding buildings and is positioned to provide appropriate separation between relevant buildings. This was previously accepted under Planning Consent Ref: 201141.

- 5.3 The new bedrooms have been carefully designed within the building perimeters to ensure satisfactory living conditions for new residents, whilst also maintaining the amenity enjoyed by surrounding buildings.



Fig. 10

- 5.4 It is considered that the development of the site properly maximises its development potential, taking account of the general character of surrounding buildings, the scale of properties and the identified constraints.

Scale

- 5.5 The development seeks to utilise the site with regard to the footprint, scale and mass, in particular levels and heights.

Appearance

5.6 Northcourt Lodge - Existing Building & Elevations



Design

- 5.7 The proposed layout of the site responds to the identified constraints and opportunities, including the density, character and appearance of existing development within the surrounding area.
- 5.8 The area containing Northcourt Avenue, Reading, consists predominantly of residential housing, which is common in suburban inner-city and town areas.
- 5.9 The submitted revised 'Site Layout Plan' and revised 'Floor Layouts' serve to demonstrate that the proposed accommodation can be laid out to ensure satisfactory living conditions for new residents, whilst respecting the amenities of existing surrounding dwellings.
- 5.10 The proposed development is of a quality design appropriate to the area and is acceptable in all respects.
- 5.11 We would therefore submit that the application proposals comply with the requirements of Policy CC7 of the Local Plan 2019.

Amount



Fig. 11. Proposed Elevations

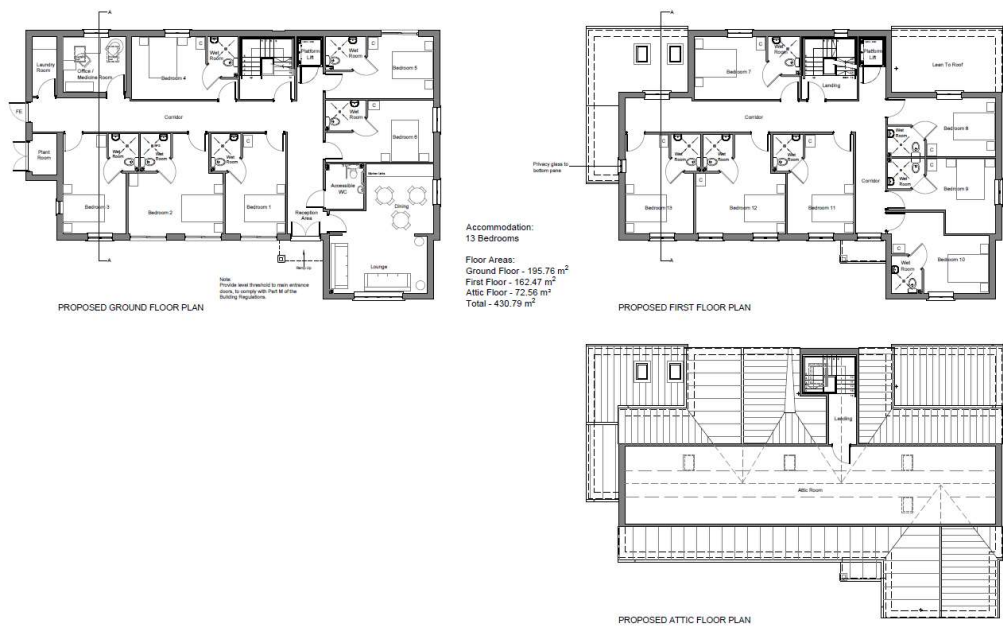


Fig. 12. Proposed Floor Plans

5.12 Design features include: -

- Facing brickwork at ground and first floor levels and a part rendered gable wall and concrete plain roof tiles.
- UPVC windows and glazed sliding doors (colour white).
- Rooflights carefully positioned at attic room level.
- Black rainwater goods.
- Water recycling.
- Porch with posts positioned over front entrance doorway.
- The appearance is such that it reflects a palette from the area and compliments the existing building and its surroundings.

Landscaping

5.13 A hard and soft landscaping scheme is necessary in this location and can be dealt with by way of an appropriately worded condition.

Waste Management

5.14 Ample storage space is provided for bins within the site for the development.

5.15 The development will also be subject to the Council's kerbside recycling scheme.

Parking and Access

5.16 Pedestrian and vehicular access will be provided from Northcourt Avenue.

5.17 Disabled access will be provided in accordance with the current building regulations.

5.18 The proposal would provide car parking spaces in accordance with the highway's guidelines and visitors spaces.

5.19 Secure enclosed cycle storage has been provided within the development for staff use.

6. CONCLUSIONS

- 6.1 In this case, the balance of material planning considerations clearly confirms that residential development upon the site is acceptable in-principle. It accords with both national and local planning policy, in particular the policies of the National Planning Policy Framework, and the adopted Reading Borough Local Plan 2019.
- 6.2 The application proposal will assist in addressing housing land shortfall in accordance with the thrust of the advice provided within Paragraph 59 of the NPPF.
- 6.3 There is generally a shortage of smaller nursing homes, and we believe that by creating this development with the provision of 13 residential bedrooms (Class C2) with ancillary accommodation will assist with this type of nursing home shortfall.
- 6.4 The application site is currently (C2 use) a residential care home with nursing, the proposal would seek full planning permission to utilise the site to increase the residential accommodation (C2 use).
- 6.5 For the reasons set out in this statement, we would submit that the site is capable of accommodating 13 no. residential (Class C2) bedrooms. The intention is that the proposed building will complement, rather than detract from its setting, and we would therefore submit that the application proposal complies with Policy DE1 of the Local Plan 2026.
- 6.6 For the reasons also set out in Section 4 (Constraints and Opportunities) of this statement, we would submit that the proposed accommodation can be carefully laid out to ensure satisfactory living conditions for new residents, whilst also protecting the amenities of existing residents, also in compliance with Policy CC7 of the Local Plan 2019.
- 6.7 A safe and convenient access can be provided into the site, along with cycle parking, in compliance with Policy TR3 of the Local Plan 2019.
- 6.8 There are no other overriding constraints to the development of the site by way of ecology, flood risk, arboriculture or drainage.
- 6.9 In conclusion, we would therefore submit that the application scheme is acceptable in all respects and request that full planning permission is granted subject to conditions.

Ian Sullivan

March 2022