



# Delegated Report

## Planning Application

**Planning Application No:** 20230645

**Location:** Ellenor Coldharbour Road Northfleet Gravesend

**Description:** Application for variation of conditions 2 of planning permission reference 20220633 to allow rear service yard and Service Store Outbuilding layout changes (including adjustments to room positions, room names, road position, kerbs, hardstanding, bollards and hard surfacing layout), Service Store Outbuilding roof eaves and rainwater goods material changes, Marks Sq gates and boundary treatment alterations and rear entrance canopy amendments in terms of shape and position, alterations to path, relocated plant and changes to design of first floor dormer.

**Applicant:** Mr Ian Vince, Barnes Construction

**Site Visit Date:** 26/06/23

### Submitted Documents/Plans

Application Form  
EH001-RHP-ZZ-XX-DR-A- S2 P0299 1005 P9 Proposed Site Plan - Phase 1;  
EH001-RHP-ZZ-XX-DR-A-2006 Rev P8 Service Stores and Workshop;  
EH001-RHP-ZZ-XX-EL-A- S2 2101 P10 Proposed Elevations;  
LLD2470-LAN-DWG-010 06 Landscape Masterplan - Phase 1;  
Planning Statement; and  
Amendment List.

Superseded:

~~EH001-RHP-ZZ-XX-DR-A-1005 Rev P7 - Proposed Site Plan - Phase 1~~  
~~EH001-RHP-ZZ-XX-DR-A-2006 Rev P7 - Service Stores & Workshop~~

### Relevant Planning History

| Reference | Description                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Decision              | Decision Date |
|-----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------|---------------|
| 20230803  | Application for non-material amendment to planning permission reference number 20220633 relating to roof to wellbeing extension raised slightly, mechanical and electrical design (M&E)- removed ventilation ductwork from existing wellbeing roof, red brick bands (existing or new not indicated on approved planning drawings) extending from existing wall (west elevation) around part of the new gable extension (west and part-south elevation)- new red brick bands added under enlarged replacement window and new extension window, workshop outbuilding omission (and retention of existing portacabin)Replacement of Acc WC 2 window like for | Pending Consideration | N/A           |

|          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                       |          |
|----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------|----------|
|          | like aesthetic (north elevation facing car park), ground floor link extension external wall changed to brick (on courtyard garden side)- was zinc, windowsill been lifted 150mm to two proposed windows on the new wellbeing extension facing the courtyard garden (north elevation) - where ground level rises up, external door/ window appearance altered (explored in more detail throughout), new Coldharbour Road to garden path wider and shape changed, incl retaining wall, fence line and railing type, rain water pipes quantities increase near canopy/flat roof infill (3no. instead of 1no.) Minor change of appearance to flat roof infill from planning Section A-A, extent of relocated plant (more now shown than on the S73; to service yard and rear wall facing Marks Sq behind body store), First floor dormer slight amendments to shape and appearance. |                       |          |
| 20230650 | Application for approval of conditions 8 attached to planning permission reference number 20220633 relating to samples of the external facing materials and finishes for each individual building or works of surfacing.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Pending Consideration | N/A      |
| 20220633 | Minor material amendment application for variation of conditions 8 and 9 attached to planning permission reference no. 20190756, as subsequently amended by planning permission reference no. 20211398, for expansion and refurbishment of the existing Ellenor Hospice; to allow a phased development of the site in respect of the submission of details of materials, surface treatments and boundary treatments and in respect of details of external lighting.                                                                                                                                                                                                                                                                                                                                                                                                             | Permitted             | 08/08/22 |
| 20211398 | Minor material amendment application for variation of conditions 2, 10, 13, 14 and 16 attached to planning permission reference no. 20190756 for expansion and refurbishment of the existing Ellenor Hospice; to allow for phasing of the project, amendment of the design to accommodate measures to improve ventilation including minor increase in height, amendment to plant enclosure, various external amendments to doors, fenestration, fencing and hard surfaces etc., and relocation of parking due to anomalies in ownership areas.                                                                                                                                                                                                                                                                                                                                  | Permitted             | 27/01/22 |
| 20190756 | Expansion and refurbishment of the existing Ellenor Hospice to provide 12 en-suite rooms consisting of a single storey extension at the eastern end to provide 5 single en-suite rooms with amenity space and nurses space together with 7 refurbished rooms within the existing hospice layout; construction of two storey addition on south side for offices, meeting rooms for well-being centre and improved outpatient facilities; provision of ambulance access from Marks Square; alterations and extension to existing car parking layout and provision of external storage and sub-station.                                                                                                                                                                                                                                                                            | Permitted             | 23/10/19 |

## Development Plan

### Gravesham Local Plan Core Strategy (September 2014):

- Core Strategy Policy CS01: Sustainable Development

- Core Strategy Policy CS02: Scale and Distribution of Development
- Core Strategy Policy CS10: Physical and Social Infrastructure
- Core Strategy Policy CS11: Transport
- Core Strategy Policy CS12: Green Infrastructure
- Core Strategy Policy CS18: Climate Change
- Core Strategy Policy CS19: Development and Design Principles
- Core Strategy Policy CS20: Heritage and the Historic Environment
- Core Strategy Policy CS21: Land at Coldharbour Road Key Site

#### Gravesham Local Plan: First Review (1994)

- Policy T1: Impact of Development on the Highway Network
- Policy T5: New Accesses onto Highway Network
- Policy P3: Policy for Vehicle Parking Standards
- Policy TC7: Other Archaeological Sites

Paragraph 33 of the NPPF (2023) sets out that policies within adopted local plans should be reviewed to assess whether they need updating at least once every five years, and should then be updated as necessary. Such reviews are also a legal requirement as set out in Regulation 10A of the Town and Country Planning (Local Planning) England Regulations 2012.

The Council undertook such a review in September 2019 and found that the adopted Local Plan Core Strategy is in need of a partial review in terms of Policy CS02, due to the increased need for housing since the Local Plan Core Strategy was adopted and the need to ensure that a sufficient land supply exists to meet this need. Whilst saved policies from the Local Plan 1st Review (1994) generally conform with the NPPF (2023), the Council will also seek to replace these.

#### National Planning Policy Framework (2023)

- Section 2, Paragraphs 7 - 14: Achieving sustainable development
- Section 4, Paragraphs 38 - 59: Decision Making
- Section 9, Paragraphs 104 - 113: Promoting Sustainable Transport
- Section 12, Paragraphs 126 - 136: Achieving well-designed places
- Section 14, Paragraphs 152 - 173: Meeting the Challenge of Climate Change, Flooding and Coastal Change
- Section 15, Paragraphs 174 - 188: Conserving and Enhancing the Natural Environment
- Section 16, Paragraphs 189 - 208: Conserving and Enhancing the Historic Environment

#### Supplementary Planning Guidance

- Kent Design Guide (SPG 5 published December 2005, adopted July 2006)
- Kent Vehicle Parking Standards (SPG 4 published in 2003 and adopted in 2006)
- Vehicle Accesses on Classified Highways (SPG6 November 1992)

### **Consultations, Publicity and Representations**

#### Consultees

Ward Councillors: No comments received.

*GBC Highways Officer:*

30/08/23:

I have no objections to the revised proposal shown on drawings.

LLD2470-LAN-DWG-010 Revision 06 &  
EH001-RHP-ZZ-XX-DR-A- 1005 Revision P9

*GBC Waste and Refuse:* No comment received.

*KCC Highways Officer:*

05/07/23:

Thank you for your consultation in relation to the above planning application. I have the following comments to make with respect to highway matters :-

The gates off Marks Square should preferably open inwards (away from the highway) so that a vehicle can stop off the highway whilst the gates are opened / closed. If this is not possible then the gates should be positioned a minimum of 10.0m from the edge of the road. Otherwise I raise no objection on highway grounds to this application.

Informative: It is important to note that planning permission does not convey any approval to carry out works on or affecting the public highway.

Any changes to or affecting the public highway in Kent require the formal agreement of the Highway Authority, Kent County Council (KCC), and it should not be assumed that this will be a given because planning permission has been granted. For this reason, anyone considering works which may affect the public highway, including any highway-owned street furniture, is advised to engage with KCC Highways and Transportation at an early stage in the design process.

Across the county there are pieces of land next to private homes and gardens that do not look like roads or pavements but are actually part of the public highway. Some of this highway land is owned by Kent County Council whilst some is owned by third party owners. Irrespective of the ownership, this land may have highway rights over the topsoil.

Works on private land may also affect the public highway. These include works to cellars, to retaining walls which support the highway or land above the highway, and to balconies, signs or other structures which project over the highway. Such works also require the approval of the Highway Authority.

Kent County Council has now introduced a formal technical approval process for new or altered highway assets, with the aim of improving future maintainability. This process applies to all development works affecting the public highway other than applications for vehicle crossings, which are covered by a separate approval process.

Should the development be approved by the Planning Authority, it is the responsibility of the applicant to ensure, before the development is commenced, that all necessary highway approvals and consents have been obtained and that the limits of the highway boundary have been clearly established, since failure to do so may result in enforcement action being taken by the Highway Authority. The applicant must also ensure that the details shown on the approved plans agree in every aspect with those approved under the relevant legislation and common law. It is therefore important for the applicant to contact KCC Highways and Transportation to progress this aspect of the works prior to commencement on site.

Guidance for applicants, including information about how to clarify the highway boundary and links to application forms for vehicular crossings and other highway matters, may be found on Kent County Council's website:

<https://www.kent.gov.uk/roads-and-travel/highway-permits-and-licences/highways-permissions-and-technical-guidance>. Alternatively, KCC Highways and Transportation may be contacted by telephone: 03000 418181

**Officer Note:** The plans and proposals have been amended during the course of the application as such, only the most recent and therefore relevant comments from each consultee have been provided.

#### Neighbouring properties

A site notice was placed on 30.06.23. The final date to submit comments ended on 19<sup>th</sup> September 2023. 22 surrounding properties were consulted, and 0 comments were received from members of the public.

## Officer's Analysis

### Introduction

Planning permission was granted by the Borough Council to application reference 20190756 on 23 October 2019 for expansion and refurbishment of the existing Ellenor Hospice to provide 12 en-suite rooms consisting of a single storey extension at the eastern end to provide 5 single en-suite rooms with amenity space and nurses space together with 7 refurbished rooms within the existing hospice layout; construction of two storey addition on south side for offices, meeting rooms for well-being centre and improved outpatient facilities; provision of ambulance access from Marks Square; alterations and extension to existing car parking layout and provision of external storage and sub-station.

The proposal was for an additional 910m<sup>2</sup> made up of:

- (1) Inpatient Unit extension - 326m<sup>2</sup> (single storey)
- (2) Outpatient - 474m<sup>2</sup> (two storey)
- (3) Ancillary building (rear) - 60m<sup>2</sup> (single storey), and
- (4) External store and Workshop - 50m<sup>2</sup> (single storey).

It was indicated that the design vision was based on the following elements:

- Improved outpatient accommodation including both extension and refurbishment of the building
- New Inpatient accommodation to include a total of 12 single bedrooms with en-suite shower rooms (7 refurbished and 5 new build)
- Improvements to the Green including revised café arrangement and improved connection with garden areas
- An extended car park to accommodate additional parking bays
- New ambulance and hearse from St Mark's Square
- New ancillary building containing storage and sub-station
- New landscaping to include improved access and children's play area; and
- The ability to complete the proposals in two phases such that the IPU (Inpatient Unit) extension could be built out as a separate later phase

It was stated that the existing temporary portacabin on the site, which provides training, meeting and office space, will be removed as part of the scheme. The proposed two storey extension of the southern side of the existing building would provide replacement offices, training and meeting rooms for staff, allowing refurbishment of the existing building to provide improved outpatient facilities. The application had been submitted following extensive pre-application discussions, where proposals for a very bulky and modern extension on the Coldharbour frontage were rejected following design advice provided by Design South East.

In 2021 planning permission was granted under re 20211398 for variation of conditions 2, 10, 13, 14 and 16 attached to planning permission reference no. 20190756 for expansion and refurbishment of the existing Ellenor Hospice; to allow for phasing of the project, amendment of the design to accommodate measures to improve ventilation including minor increase in height, amendment to plant enclosure, various external amendments to doors, fenestration, fencing and hard surfaces etc., and relocation of parking due to anomalies in ownership areas. That application involved some minor design and layout changes including to the car parking layout.

In 2022 under planning permission ref 20220633, permission was given to allow a phased development of the site in respect of the submission of details of materials, surface treatments and boundary treatments and in respect of details of external lighting.

The works to implement the planning permission had commenced as evident during the site visit on 26<sup>th</sup> June. The images below evidence this.



#### Assessment of Current Proposal

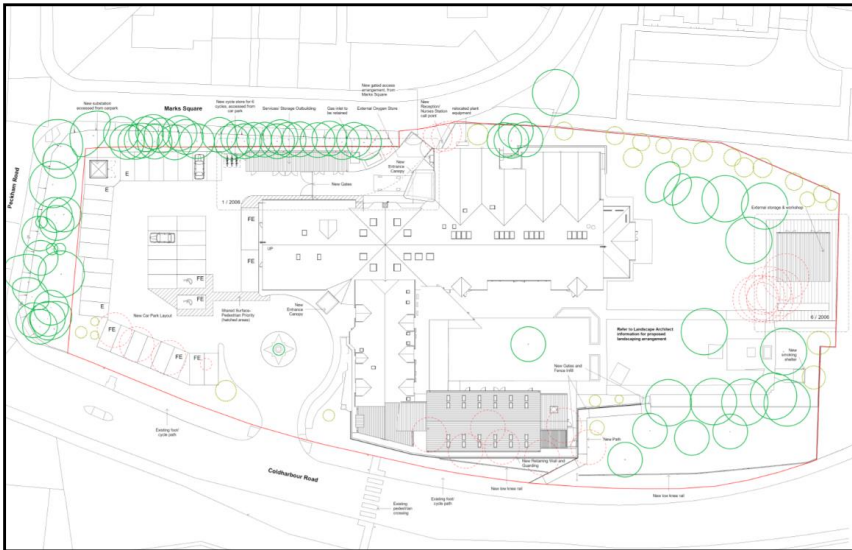
The changes proposed by this amendment application are summarised as follows:

1. Rear service yard and Service Store Outbuilding layout changes
2. Changes to Service Store Outbuilding roof eaves and rainwater goods
3. Boundary treatment changes
4. Rear entrance canopy

5. Change to the path (widening);
6. Relocated plant (closer to street);
7. Changes to first floor dormer.

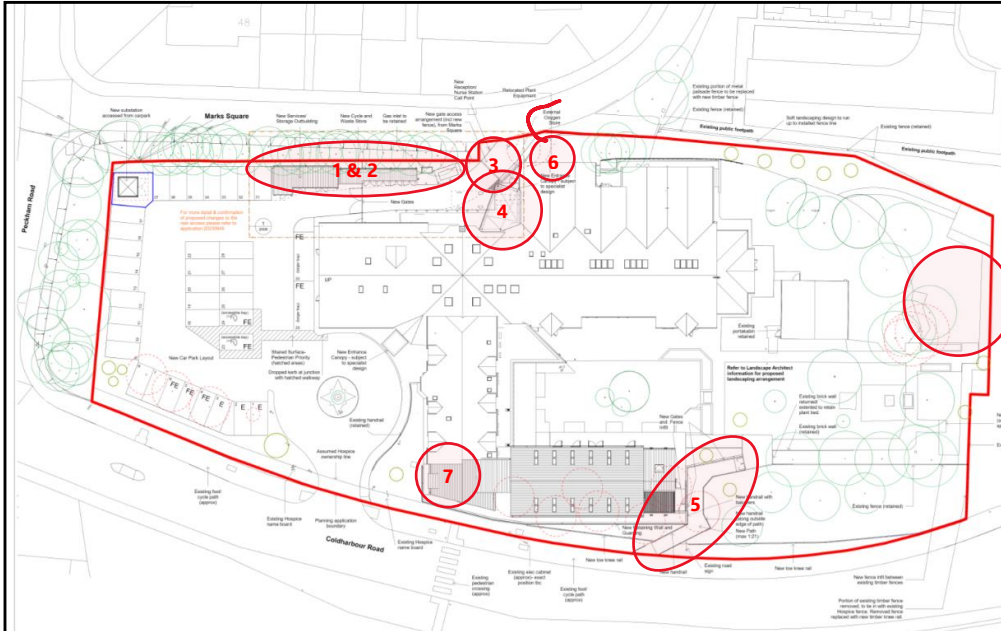
For clarity the approved and proposed plans are shown below (Not to Scale):

Phase 1 Site Plans:



Approved

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**Proposed (Annotated to show areas of change)**

It should be noted that the proposed plans show other changes which are under consideration under application ref 20230803, which do not form part of this application. Should this application be approved, it will relate only to those changes represented in the description of works and separate approval is required for any other changes.

The key issues which were relevant to the original approval were:

- The Principle/Need of the Development;
- Impact on the Character of the Area/Visual Impact;
- Design and Layout;
- Impact on local Residential Amenity;
- Highway and Parking Impacts;
- Landscaping and Trees;
- Other Material Planning Considerations

Principle of Development

It can be briefly assessed that the changes proposed would not undermine the principle of development. The site remain situated in an urban area and the need to expand hospice services is not changed. The proposed would continue to improve Physical and Social Infrastructure as per Policy CS10 and would be in a sustainable location as per Policy CS02 of Gravesham Local Plan Core Strategy (2014):

Visual Amenity and Design

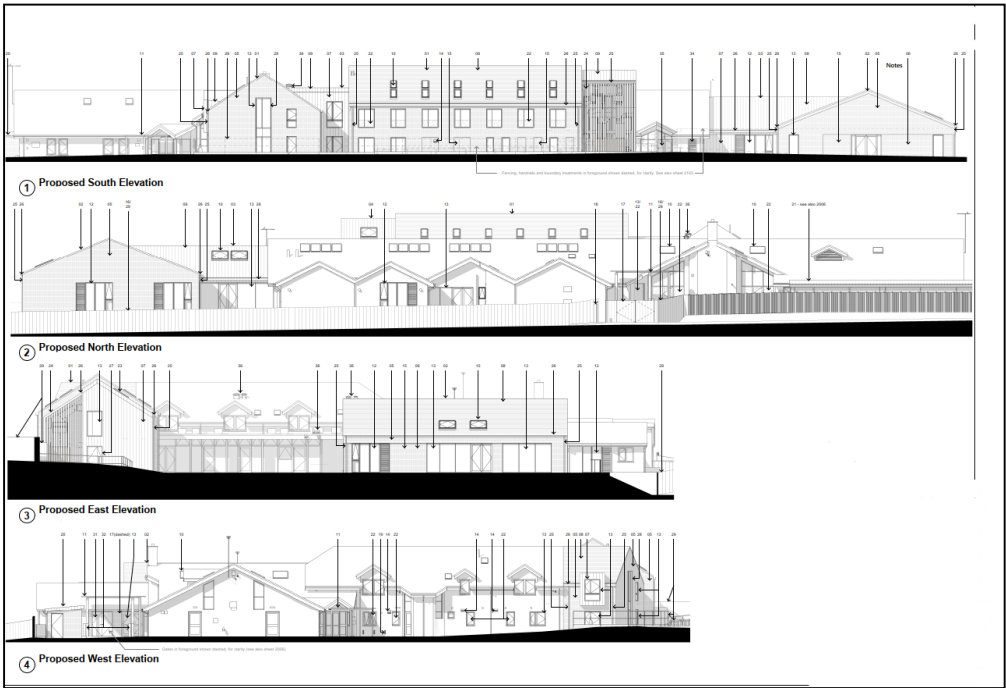
Policy CS19 of the Gravesham Local Plan Core Strategy (LPCS) states that the design, layout and form of new development will be derived from a robust analysis of local context and character and will make a positive contribution to the street scene, the quality of the public realm and the character of the area. The

National Planning Policy Framework (NPPF) sets out that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve and add to the overall quality of the area, not just for the short term but over the lifetime of the development. It also 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, taking into account any local design standards or style guides in plans or supplementary planning documents.

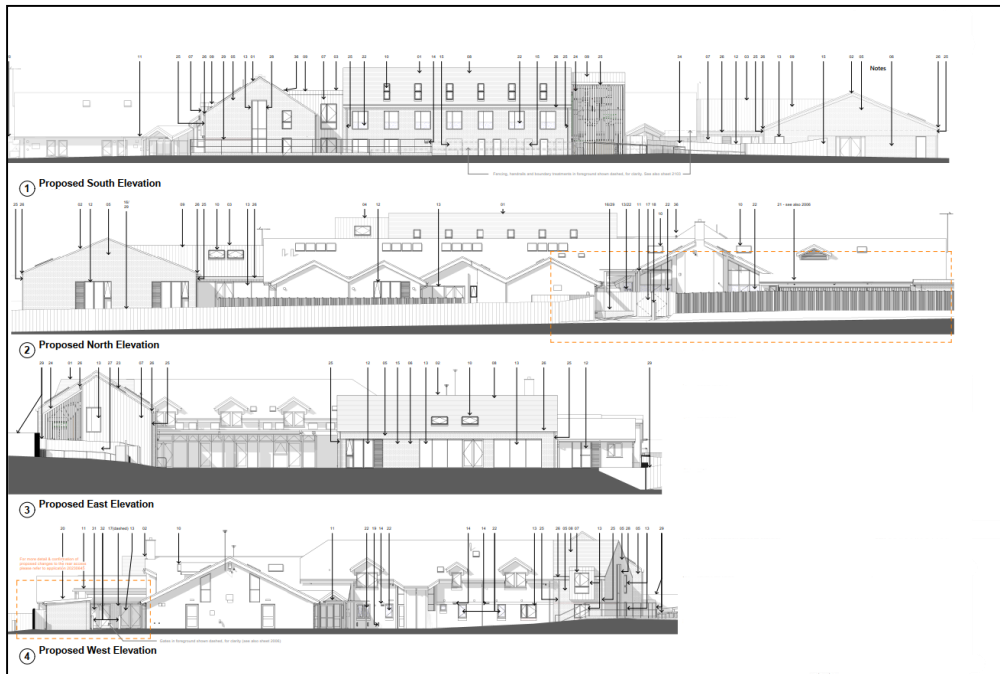
In respect of the design of the development, the original proposals were considered to be acceptable on balance, despite some concerns with the design of the flared gable to Coldharbour Road. It was ultimately assessed that the scheme was not in conflict with either local or national design policy (CS19 of the Core Strategy or section 12 of the NPPF).

The proposed changes do represent potential impacts to the visual amenity of the final scheme. In particular, it is noted that changes 1,2,3,4 & 6 as listed, would be close to Marks Square and 5 & 7 would be located close to Coldharbour Road. Their position in relation to the street, makes the potential impact more likely given the increased visibility.

The proposed elevations are shown below for information (Not to Scale):



Approved (20220633)



## Proposed

As the North Elevations show from Marks Square, the relocated plant equipment would be in the same position as detailed under planning approval 20221938. The elevations show the location and position of the plant equipment, flush to the wall whereas previously it was set away. Visually from the street scene this would have little change particularly as a result of the boundary treatment obscuring visibility to this area somewhat. The access from this area would be altered to change the gates to inward opening gates and, introducing a small section of retaining wall below the fencing, raising the height of this small section of fencing and gate by 0.6m (From 2.05m to 2.65m). This would be a small increase to a 7m wide section of fencing/gates and would have a minor impact on the streetscene. The altered service store would have partially reduced height from the perspective of Marks Square. Currently it is 3.6m high from the street elevation. A section of the building, with an approximate width of 11.3m wide would be reduced to 3.1m high, thus resulting in less visual bulk from this building, setting it below the eaves of the main building which it fronts. This would result in a small improvement to the appearance from Marks Square.

From Coldharbour Road to the South there would be a widening to the path with introduction of a hand railing. The path widening would at ground level have limited impact particularly given the minor width increase. The hand railing would be incremental in height and of minimalist design, resulting in limited impact visually. The dormer changes would result in a side on change in appearance with the slope of its roof changed to a flat roof. Whilst a pitch is preferred given the blocky nature of the existing design and the small change visually it would not on balance be considered a significantly harsh and overbearing change such that it would warrant a refusal as a standalone concern.

On balance, the proposed development would comply with the requirements of Policy CS19 of the Core Strategy 2014 and paragraph 130 of the NPPF (2023) in terms of design, character and appearance.

## Residential Amenity

It is important that any development safeguards the amenity of neighbouring properties and land. Following

a period of consultation with neighbouring properties, no objection to the proposal was received.

The original application did not raise concerns regarding impact to residential neighbours. Whilst noting that there are some dwellinghouses to the North (Marks Square), which could be potentially impacted, it is considered that the changes made would not likely have a material impact on local residential amenity through loss of light, privacy or overlooking. The alterations at the rear where the site is closest to neighbouring dwellings in Marks Square are of a minor nature and small in scale and thus would not result in any significant material harm.

The proposal is therefore considered to safeguard the amenity of neighbouring properties in compliance with policy CS19 of the Core Strategy 2014.

#### Highways and Parking

At a national level the NPPF recognises that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability objectives. All developments that generate significant amounts of movement are required to be supported by a Transport Statement or Transport Assessment. The NPPF clearly states at Paragraph 111 that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

The proposed scheme would not alter parking provision and the GBC Highway Officer has raised no objections to the changes proposed. The comments raised by KCC Highways have been incorporated into the scheme.

Adequate vehicle and cycle parking provision is therefore in compliance with paragraphs 110 to 113 of the National Planning Policy Framework (2023), Saved Policies T1 and P3 of the Local Plan First Review (1994) and Policies CS11 and CS19 of the Core Strategy 2014.

#### Landscape and Trees

The proposed development would result in no further loss of trees as a result of the development. There would be some increase in hard landscaping as a result of the widened path, but this would be a small increase which would not result in significant loss of soft landscaping in comparison to the original scheme approved.

Therefore, it is concluded that the scheme is in conformity with Paragraphs Policy 174 to 188 of the National Planning Policy Framework (2023) and Policy CS12 of the Core Strategy 2014.

#### Summary

It is noted that the changes made do represent material changes to the scheme. This is largely due to the visibility of the changes from the street and the nature of the changes. However, when considered against the backdrop of the scheme as a whole, the changes individually and cumulatively are considered to be minor in nature and would not result in any significant material harm, subject to outstanding details reserved by condition.

#### **Conditions**

Conditions 3 (Code of Construction Conduct), 6 (Foul and Sewage Disposal) and 7 (Archaeological Watching Brief) of planning approval 20220633 have been discharged by planning references 20220796 and 20220705. Therefore, these conditions would not need to be repeated on the new approval, as the approved details continue to be acceptable.

Condition 1 (Standard Time Limit), would not be necessary to be repeated as the works have now begun and so the condition is no longer relevant.

Condition 3 (Approved Plans) would be updated to remove reference to superseded plans, include the new approved plans and reference the details reserved by condition under 20220633 and 20220796.

All other conditions would be repeated albeit with updated condition numbers.

#### Conclusion & Recommendation

This application for minor material amendments which would alter the layout, design and external surfacing and boundaries, to the permitted scheme for expansion and refurbishment of the existing Ellenor Hospice, and its consequential amendments has been fully considered and assessed and subject to consultation and publicity.

There have been no material adverse comments from consultees and no neighbour/publicity responses.

Planning permission is therefore recommended subject to revised planning conditions.

(For detailed conditions / reasons for refusal and informatives, see draft Decision)

|                      |                                                                                    |                     |                                                                                    |
|----------------------|------------------------------------------------------------------------------------|---------------------|------------------------------------------------------------------------------------|
| <b>Case Officer:</b> | Ms Lisa Williams                                                                   | <b>Team Leader:</b> | Miss Faye Hobbs                                                                    |
| <b>Signed:</b>       |  | <b>Signed:</b>      |  |
| <b>Dated:</b>        | 25 <sup>th</sup> September 2023                                                    | <b>Dated:</b>       | 26 September 2023                                                                  |