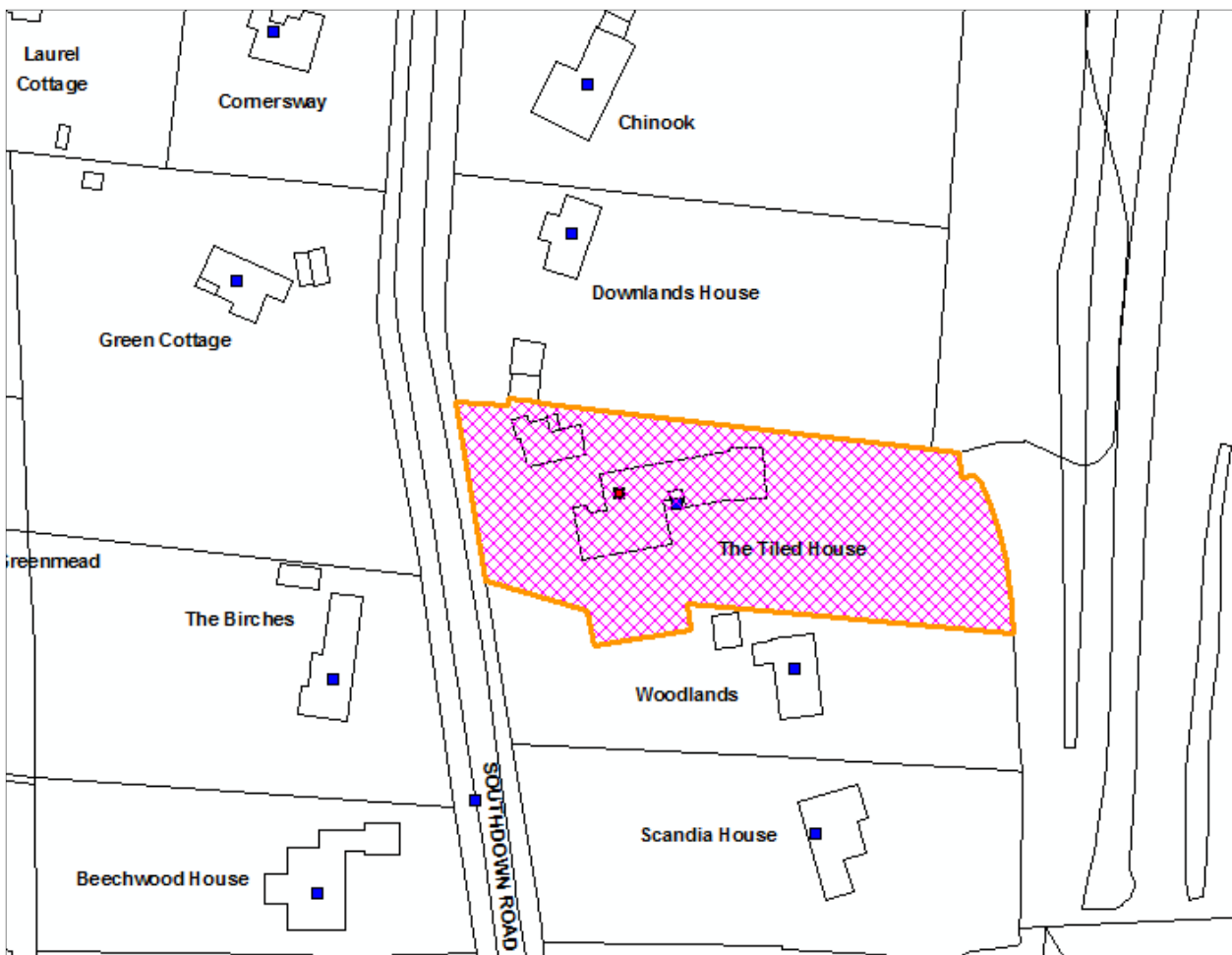


**Case No:** 17/03218/FUL  
**Proposal Description:** Change of use from residential care home with nursing (Use class C2) to residential (Use class C3) to provide 15No. residential units. Proposed external alterations to include alterations to doors and windows, insertion of dormer windows and alterations to the roof. Rearrangement of existing parking to provide additional spaces and new bin and cycle stores.

Revised site plan showing an increase in on site parking provision from 24 to 26 spaces, resulting in the cycle store relocated to closer to the existing building.

**Address:** The Tiled House Saffronland Nursing Home Southdown Road Shawford SO21 2BY  
**Parish, or Ward if within Winchester City:** Compton And Shawford  
**Applicants Name:** Boston Meadows Property Company Ltd  
**Case Officer:** Brian Conlon  
**Date Valid:** 28 December 2017

**Recommendation:** Permitted



## **General Comments**

**Application is reported to Committee due to the number of objections, received contrary to Officer's recommendation**

## **Site Description**

The site is located within the residential area of Southdown and on the western side of Southdown Road. It is a two storey building with some three storey elements to the front constructed in red brick and clay tile hanging. The building is set back from the road behind the driveway and parking. To the rear of the site is woodland area which forms part of Shawford Down. Southdown is characterised by large detached properties set within generous plots. The majority of development is set back behind hedges and mature trees. The building has been operating as a care home since the 1970s until its closure in October 2017 and is currently vacant.

## **Proposal**

It is proposed to convert the existing building from C2 (care home) to C3 (residential) to provide 15 flats. This will involve some minor external alterations to doors and windows along with the insertion of dormers and other alterations to the existing roof. A total of 26 car parking spaces are to be provided to the frontage and to the side with adequate space for cycle parking. There will be a communal garden to the rear of the building and some private gardens serving some of the flats. The proposed development is made up of smaller dwellings in the form of one and two bedroom flats. The existing access will remain unchanged. Apart from some minor external alterations, additional dormers and roof alterations the building will have a similar form and appearance.

## **Relevant Planning History**

76/01392/OLD - Erection of a dwelling. REF 23rd December 1976.

79/00492/OLD - Erection of detached house with garage PER 26th April 1979.

79/00493/OLD - Erection of dwelling and garage. Details in compliance with W/2675/1 . PER 27th November 1979.

82/01469/OLD - Erection of single storey rear extension PER 21st December 1982.

82/01470/OLD - Erection of single storey side extension. PER 29th December 1982.

88/00991/OLD - Two storey and single storey rear extensions, extension of car park . PER 22nd February 1988.

90/00835/OLD - Conservatory to form dining room and covered link PER 13th February 1990.

90/00836/OLD - Conversion of cottage into old peoples accommodation PER 27th March 1990.

## **Consultations**

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Engineers: Drainage: No objections

Engineers: Highways: No objections subject to conditions

Head of Environmental Protection: No objections

Head of Strategic Planning: The proposal is acceptable in principle as it is within the settlement boundary. The loss of a care home is considered in relation to CP6 and is considered acceptable in view of the circumstances.

New Homes Delivery Team: Vacant building credit is available to the applicant and therefore no affordable housing is expected

Ecology: No objections subject to condition and informative

Natural England: No objection

Trees: No objection subject to conditions

### **Representations:**

Compton and Shawford Parish Council

- Objection – insufficient parking

22 letters received objecting to the application for the following reasons:

- Increase in traffic
- Parking concerns
- Insufficient parking
- Existing building is out of character – loss of opportunity to enhance the area
- Out of character
- High density not in keeping

Reasons aside not material to planning and therefore not addressed in this report

- Proposal would devalue existing properties

No letters of support received.

### **Relevant Planning Policy:**

Winchester Local Plan Part 1 – Joint Core Strategy

DS1, MTRA3, CP1, CP2, CP3, CP10, CP11, CP13, CP14, CP16, CP17, CP21

Winchester Local Plan Part 2 – Development Management and Site Allocations

DM1, DM2, DM15, DM16, DM17, DM18, DM19, DM20, DM21, DM24

National Planning Policy Guidance/Statements:

National Planning Policy Framework

Supplementary Planning Guidance

High Quality Places SPD (2015)

Affordable Housing Supplementary Planning Document (2008, Revised 2017)

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## Other Planning guidance

None

## **Planning Considerations**

### Principle of development

The site lies within the settlement of Southdown where Policy MTRA3 supports redevelopment opportunities subject to being appropriate in scale and design and to the settlement's identity and local features.

The proposal would result in the loss of an existing, all be it closed, care home. Such facilities are specifically listed under the supporting text of Policy CP6 of the LPP1 as important local facilities to retain. Policy CP6 especially seeks their retention where they could be used for such purposes in the future. The proposal would result in the loss of the existing C2 (community) use and replacement with C3 (residential) use. Policy CP6 applies two tests to be overcome before allowing such a change of use to occur, especially where such facilities remain in use.

In respect of the first, it would need to be demonstrated whether the existing community facility (in this case care home) is no longer needed. Secondly, the Council would need to be satisfied that its closure would not have a detrimental affect on those residents living in the local area/community, or harm the vitality and viability of the settlement of Southdown or Otterbourne adjoining.

The Tiled House care home was registered for up to 29 residents; however at the time it closed, it had only 12 residents. This was despite an ageing population and increasing care needs both nationally and within the district. As such, it was no longer viable for Saffronland (the provider) to continue operating the care home and this led to its closure.

As stated within the application submission, the existing building is not considered to meet modern standards for care providers, whilst there are suitable alternatives within the local area that do. Having inspected the premises, Officers' can confirm that the building is in need to significant upgrading and refurbishment, and the Council recognise that the cost of such works would be significant. This view is also supported by the independent marketing statement submitted with this application. All of the residents who were previously cared for at the care home, were relocated to other local care homes.

In terms of alternative facilities available in the local area, there are 6 separate care homes within 2.15 miles radius of the application site providing approximately 145 beds. As such, it is considered the permanent loss of the care home would not cause any significant reduction in choice to those existing residents living in the immediate area of Southdown, or to the former residents of the home, as they have already been appropriately relocated. In addition to the above, the premises has also been marketed as a care home without any success, and therefore it is considered appropriate to consider alternative uses in accordance with the Council's local plan.

The Tiled House, whilst a substantial building, was originally constructed as a single dwelling. It is set within a quiet residential area outside of any recognised town centre and away from other community facilities. Existing community facilities within the parish are concentrated along Otterbourne Road and benefit from easy access and public transport connections. Therefore, in considering alternative community uses, key factors such as

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traffic movements, parking provision and disturbance would need to be considered for any other non-residential uses.

Youth centres, community places of worship and childcare facilities etc. are all considered reasonable alternative uses and would all utilise the site in different ways. In this particular location, such uses may generate undesirable levels of traffic movements or demand greater levels of parking than could otherwise be provided on site. The local area is also acknowledged to experience parking on verges as raised by third party representations. It is also unclear whether such uses would be able to best utilise the existing building and the site as a whole. Finally, it must be recognised that the care home provider themselves has a requirement to achieve a competitive return on any alternative use of the site, otherwise there is a risk of the site either remaining vacant or under-utilised. Therefore in light of the above, it is reasonable for the Council to accept the position that there is no realistic prospect of an alternative community facility being provided at the Tiled House.

It is therefore considered that The Tiled House, whilst already closed, is no longer required to serve its previous function of a care home in the Southdown area, and a change of use is justified under Policy CP6 and thereby the conversion to residential is accepted in principle.

#### Housing Mix

Policy CP2 states that new residential development should meet a range of community housing needs and deliver a wide choice of homes, with affordable housing being the priority. A majority of homes should be 2 or 3 bed houses, unless local circumstances indicate an alternative approach should be taken, including where there is an imbalance of housing types and sizes in particular parts of the District.

The proposed development is made up entirely of 1 and 2 bedroom smaller dwellings in the form of flats. Although the proposed mix is in contrast to the large dwellings of Southdown Road, Fairfield Road and Cross Way, it helps to address the requirement for smaller dwellings identified in the Winchester Housing Market and Housing Need Assessment Update (DTZ, 2012). This identifies that 46% of households in the market sector will require 1 or 2 bedroom properties.

Furthermore, by virtue of the fact that this proposal results in the conversion of an existing building, the proposal will help to provide much needed smaller units of accommodation, increasing the inherent housing mix, without having a detrimental impact on the prevailing character or appearance of the area. In accordance with Policy DM2, each property has a floor area greater than 39 square metres, thereby meeting minimum space standards as advised by this policy.

#### Affordable Housing

The proposal will involve bringing a vacant building back into use. As such, vacant building credit applies. As the proposal does not result in a net increase in floor space once the vacant building credit has been applied, there is no requirement for a contribution to be made towards affordable housing. This accords with the governments updated Planning Practice Guidance for the assessment of affordable housing.

#### Impact on character of area

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CP13 of the LPP1 seeks high quality design in all new developments. This is achieved by ensuring that it can be demonstrated that the proposal responds positively to the neighbours and surrounding context. All development should make a positive contribution to the character of the area. DM16 and DM17 of the LPP2 provide design criteria and principles for new development to follow. All new development should respond positively to the character, appearance and variety of the local environment. It should also ensure that adequate amenity space for users. It also seeks to ensure that high quality materials are used that are attractive, durable and appropriate in its context.

The proposed development is primarily a change of use involving the complete refurbishment and some alterations to the elevations and roofline of the existing building. The main alterations to the building's external experience are the insertion of new openings, principally to the rear and sides of the property. There are some changes to the roofline by the joining of two hips on the front elevation and the insertion of dormer windows. The majority of the works are to the side and rear elevations of the building do not result in any increase in the building's height or footprint.

These physical alterations are not considered to cause any discernible harm to the existing character or appearance of the immediate area. The front elevation will remain effectively unchanged, with the exception of the two hipped ends being joined in the centre of the front elevation. This change is not considered harmful.

The insertion of dormer windows to the sides and rear of the building in order to create the habitable space and light for those flats at second floor level. The dormers are considered of appropriate scale, style and proportion appropriate to the property itself. New windows to the side elevations will not cause any discernible harm to the appearance of the building.

The materials to be used in these works are considered to match the existing, thereby integrating well with the existing character of the local area in accordance with the aims and objectives Policy CP13 and DM15 of the Council's Local Plan.

#### Impact on Neighbouring Amenity

The site is located within a residential area character by large properties set within large plot. The building and its plot will remain unchanged, and the use will revert to residential. This is not considered a use that would generate any unacceptable levels of disturbance or harm to adjoining occupiers. Therefore the Council do not considered this use incompatible with the surrounding area.

New windows inserted into side elevations are not considered to give rise to any harmful overlooking or loss of privacy to neighbouring properties due to the distance between properties and dense boundary vegetation. Therefore, the proposal is not considered to give rise to any unacceptable level of harm to neighbouring amenity.

#### Landscape/Trees

The site is acknowledged to contain a number of mature trees including two Black Pines at the front of the site adjacent to Southdown Road. All such trees would be protected during the construction period to require standards. The Arboricultural Impact Assessment report details those few trees which will require removal. The Council's Tree Officer has considered the proposals and raises no objection subject to standard

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tree protection conditions.

### Highways/Parking

Policy DM18 of the LPP2 seeks to ensure that there is adequate parking and access. Parking should be in accordance with the parking standards and provision should be made for cycle parking. Access to the site should be in accordance with highway requirements. Parking and access should be incorporated into the overall design of the scheme taking into account the character of the area.

Access to the property would remain unchanged, directly from Southdown Road. Southdown Road is an unclassified residential road, that provides for good levels of visibility for emerging vehicles, as a result of wide grass verges and a straight alignment of the road in the vicinity of the site access.

The current access is set back from Southdown Road behind a 2 metre wide grass verge, which is characteristic feature of this part of Southdown and has been noted as such in the Village Design Statement. The existing grass verge is largely outside of the application site and would remain in its current form.

The proposals were originally submitted providing 24 on site unallocated parking spaces, exceeding the 21 spaces required by the Council's own Residential Parking Standards SPD. The proposed parking is laid out in marked spaces to the front and southern side of the property as exists for the current care home.

In light of concerns raised by third parties, amendments to the proposed layout were secured further increasing the level of on-site parking to 26 spaces, 5 spaces above the advised standard. The additional spaces required a reduction in the small loss of part of the existing garden to the south of the house.

The parking standards SPD goes on to state that no special provision needs to be made for visitor parking where at least half of the parking provision is unallocated. As all of the parking is unallocated and an additional 2 spaces are being provided in any case, the development is considered easily able to accommodate visitors. Two secure cycle storage facilities will be provided which can accommodate 28 cycles as required. Based on the characteristics and parking pressures experienced in the local area, this enhanced level of parking provision is deemed appropriate in these circumstances and considered to outweigh the small loss of garden space.

### Ecology

The site is within 150 metres to the River Itchen which is a recognised SSSI. The existing building supports low numbers of bats and the application has been supported by a Phase 1 and Phase 2 Bat Survey. A comprehensive Ecological Assessment has also been submitted. These details have been assessed by the Ecology Officer who has confirmed that there no objection subject to a condition. Condition 14 has therefore been recommended.

### **Recommendation**

subject to the following condition(s):

## Conditions

01 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

01 Reason: Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

02 The materials to be used in the construction of the external surfaces of the dormers and roof alterations hereby permitted shall match those used in the existing building.

02 Reason: To ensure a satisfactory visual relationship between the new development and the existing.

03 Prior to any work commencing on site, details of a scheme for protecting the proposed dwelling from external and internal noise shall be submitted, and approved in writing by the Local Planning Authority. Such a scheme shall ensure that, upon completion of the development, the following noise criteria (as recommended in BS8233:2014) shall be met:

- i. All bedrooms shall achieve an 8-hour LAeq (23:00 to 07:00) of 30dB(A)
- ii. All living rooms and bedrooms shall achieve a 16-hour LAeq (07:00 to 23:00) of 35dB(A)
- iii. All private amenity spaces shall achieve a 16-hour LAeq (07:00 to 23:00) of 55dB(A)

03 Reason: To ensure that acceptable noise levels within the dwelling and the curtilages of the dwelling are not exceeded.

04 Details of provision to be made for the parking and turning on site of operative and construction vehicles during the period of development shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the construction period.

04 Reason: In the interests of highway safety

05 Protective measures, including fencing and ground protection, in accordance with the Arboricultural Impact Appraisal and Method Statement reference CAS/2017/182 written by Boyd Saunders of Cantia Arboricultural Services and submitted to the Local Planning Authority shall be installed prior to any demolition, construction or groundwork commencing on site

05 Reason: To ensure the retention and protection of existing trees on site

06 The Arboricultural Officer shall be informed once protective measures have been installed so that the Construction Exclusion Zone (CEZ) can be inspected and deemed appropriate and in accordance with CAS/2017/182 . Telephone 01962 848403

Arboricultural Supervision for the removal of existing hard surfacing and installation of the Cellular Confinement System (CSS)

The developers appointed Arboricultural consultant shall supervise these operations.

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06 Reason: To ensure the retention and protection of existing trees on site

07 The Arboricultural Officer shall be informed prior to the commencement of construction of special surfacing ( CSS) under tree canopies so that a pre commencement site visit can be carried out. Telephone 01962 848403

07 Reason: To ensure the retention and protection of existing trees on site

08 No arboricultural works shall be carried out to trees other than those specified and in accordance with the Arboricultural Impact Appraisal and Method Statement CAS/2017/182.

08 Reason: To ensure the retention and protection of existing trees on site

09 Any deviation from works prescribed or methods agreed in accordance with the Arboricultural Impact Appraisal and Method Statement CAS/2017/182 shall be agreed in writing to the Local Planning Authority.

09 Reason: To ensure the retention and protection of existing trees on site

10 No development, or site preparation prior to operations which has any effect on compacting, disturbing or altering the levels of the site, shall take place until a person suitably qualified in arboriculture, and approved as suitable by the Local Planning Authority, has been appointed to supervise construction activity occurring on the site. The arboricultural supervisor will be responsible for the implementation of protective measures, special surfacing and all works deemed necessary by the approved arboricultural method statement. Where ground measures are deemed necessary to protect root protection areas, the arboricultural supervisor shall ensure that these are installed prior to any vehicle movement, earth moving or construction activity occurring on the site and that all such measures to protect trees are inspected by the Local Planning Authority Arboricultural Officer prior to commencement of development work.

10 Reason: To ensure the retention and protection of existing trees on site

11 A pre-commencement meeting will be held on site before any of the site clearance and construction works begins. This will be attended by the site manager, the Arboricultural consultant and the LPA tree officer.

11 Reason: To ensure the retention and protection of existing trees on site

12 A noise validation report, demonstrating compliance with the above noise criteria, shall be submitted to and approved by the Local Planning Authority before any dwelling is occupied. This assessment shall be conducted with windows open for ventilation, unless mechanical ventilation has been provided, in which case these tests shall be performed with such mechanical ventilation running. Such noise protection measures shall thereafter be maintained and operated in accordance with the approved scheme.

12 Reason: To ensure that acceptable noise levels within the dwellings and the curtilages of the dwellings are not exceeded.

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13 The recommendations within the ABR Ecology Phase 1 and 2 Bat Surveys and ecological appraisal of 06.06.18 shall be adhered to.

13 Reason: In the interests of protecting ecology

14 The parking spaces shown on the Proposed Site Layout Plan (drawing number 78-PD-01 Rev PL3) shall be retained and made available for parking purposes at all times to all residents and visitors to the development with no physical or legal restriction on who may use such spaces.

14 Reason: To ensure that adequate parking spaces are retained for the development (in accordance with Winchester City Council's Supplementary Planning Document Residential Parking Standards December 2009) in the interests of highway safety.

15 No dwelling shall be occupied until spaces have been laid out within the site in accordance with the approved plans for vehicles to be parked and for vehicles to turn so that they may enter and leave the site in a forward gear.

15 Reason: To make proper provision for off street parking

16 The development hereby approved shall be carried out in accordance with the following plans:

Drawing no. 78-PD-01 Rev PL3 Proposed Site Plan

Drawing no. 78-PD-08 Proposed Bin Store

Drawing no. 78-PD-09 Proposed Cycle Store

Drawing no. 78-EX-06 Existing Elevations

Drawing no. 78-EX-07 Existing Elevations

Drawing no. 78-EX-03 Existing First Floor Plan

Drawing no. 78-EX-02 Existing Ground Floor Plan

Drawing no. 78-EX-05 Existing Roof Plan

Drawing no. 78-EX-04 Existing Second Floor Plan

Drawing no. 78-EX-01 Existing Site Plan

Drawing no. 78-PD-06 Proposed Elevations

Drawing no. 78-PD-07 Proposed Elevations

Drawing no. 78-PD-03 Proposed First Floor Plan

Drawing no. 78-PD-02 Proposed Ground Floor Plan

Drawing no. 78-PD-05 Proposed Roof Plan

Drawing no. 78-PD-04 Proposed Second Floor Plan

Drawing no. 10 Rev 00 Site Location Plan

16 Reason: In the interests of proper planning and for the avoidance of doubt

### **Informatives:**

In accordance with paragraphs 186 and 187 of the NPPF Winchester City Council (WCC) take a positive and proactive approach to development proposals focused on solutions. WCC work with applicants/agents in a positive and proactive manner by;

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- offering a pre-application advice service and,
- updating applicants/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.

In this instance the applicant was updated of any issues after the initial site visit.

This permission is granted for the following reasons:

The development is in accordance with the Policies and Proposals of the Development Plan set out below, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.

The Local Planning Authority has taken account of the following development plan policies and proposals:-

Winchester Local Plan Part 1 - Joint Core Strategy: DS1, MTRA3, CP1, CP2, CP3, CP10, CP11, CP13, CP14, CP16, CP17, CP21

Local Plan Part 2 - Joint Core Strategy: Development Management and Site Allocations: DM1, DM2, DM15, DM16, DM17, DM18, DM19, DM20, DM21, DM24

SPD High Quality Places

Affordable Housing Supplementary Planning Document 2008 (revised 2017)

All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

During Construction, no materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Protection Team, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993.

European Protected Species Licence pertaining to bats will be required from Natural England prior to the start of development or any preparatory works likely to impact upon them. Failure to secure the licences beforehand may lead to prosecution.

The applicant is advised that one or more of the Conditions attached to this permission need to be formally discharged by the Local Planning Authority before works can commence on site. Details, plans or samples required by Conditions should be submitted to the Council at least 8 weeks in advance of the start date of works to give adequate time for these to be dealt with. If works commence on site before all of the pre-commencement conditions are discharged then this would constitute commencement of

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development without the benefit of planning permission and could result in Enforcement action being taken by the Council.

The submitted details should be clearly marked with the following information:

The name of the planning officer who dealt with application

The application case number

Your contact details

The appropriate fee.

Further information, application forms and guidance can be found on the Council's website - [www.winchester.gov.uk](http://www.winchester.gov.uk).