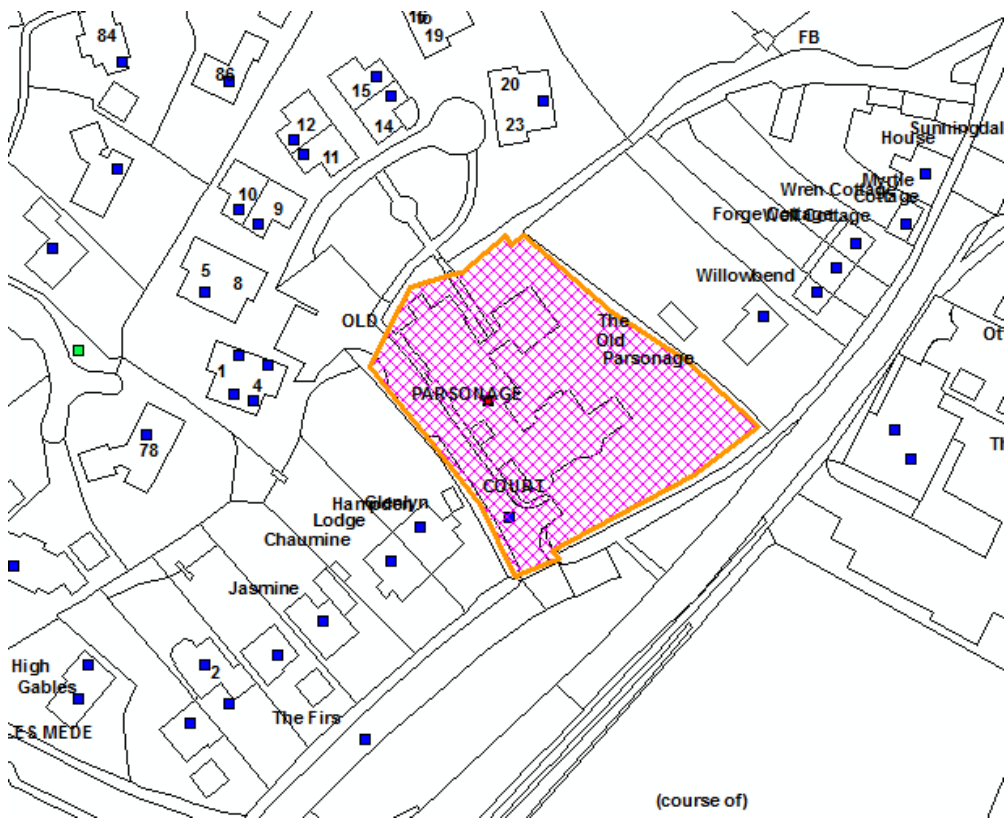


WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 18/02064/LIS
Proposal Description: Refurbishment and re-development of The Old Parsonage Care Home to provide 16No. close care apartments with associated welfare and staff facilities. The proposals include the demolition of the 1980's additions, the erection of a new 2.5 storey building with single storey wing to the rear of the site and the re-ordering of the listed building.
Address: The Old Parsonage Care Home Main Road Otterbourne SO21 2EE
Parish, or Ward if within Winchester City: Otterbourne
Applicants Name: Carole Sawyers
Case Officer: Verity Osmond
Date Valid: 31 August 2018
Recommendation: Permit



© Crown Copyright and database rights Winchester City Council License 100019531

Case No: 18/02064/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

General Comments

The application is reported to Committee due to the number of objections received in relation to 18/02063/FUL which are contrary to the Officer recommendation for approval.

Revised plans were received and accepted on 15th February 2019. The amendments include a new façade treatment for the south west gable elevation with the addition of larger openings to improve the design of the building. The alterations also include a flat roof over the central balconies with standing seam metal covering. The projecting balconies from the outermost north and south apartment have been replaced with Juliet balconies.

The amended plans also include a change to the elevational treatment of the south east and north west elevations of the multi-use activity space to differentiate itself from the apartment blocks. The bin storage area has been amended by replacing the timber enclosure with Yew hedging to improve its relationship with, and to soften the appearance of the listed building.

The tarmac area from the site entrance has been extended up to the main parking area to increase the turning area and reduce noise for Glenlyn.

A re-consultation has not been undertaken on the revised plans, as the amendments are considered to be minor changes given the overall scale of the development that are not significant enough to warrant a further consultation period.

Site Description

The application site is located within on the western side of Main Road, Otterbourne, with access to site from a short road serving six other properties via Coles Mede. The Old Parsonage is a Grade II listed building which has been in use as a nursing home by Brendon Care since 1984, but is now currently vacant following the relocation of the existing residents to a new care home situated within Otterbourne Hill.

The listed building is constructed in square knapped flint with quoins and bandings, and is built in a characteristic Hursley style with distinctive octagonal chimney shafts, intricately carved bargeboards, canted bays with carved brackets and a projecting panelled gable end to the east elevation.

The listed building has been significantly extended to the north west, with a 1980's extension currently attached to rear of the listed building. The care home provides 28 bedrooms of accommodation, with 22 close care apartments located to the north of the site within Old Parsonage Court.

There is a shallow chalk stream running from the south west to the north east of the site, marking the boundary between the nursing home and close care apartments. The site benefits from substantial tree screening from Main Road, with more mature trees within the north east and north west corners of the site.

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Proposal

The application has been submitted for the refurbishment and redevelopment of The Old Parsonage Care Home to provide 16 close care apartments with associated welfare and staff facilities. The proposals include the demolition of the 1980's additions, the erection of a new 2.5 storey building with a single storey wing to the rear of the site and the re-ordering of the listed building.

The 16 close care apartments will be provided between the listed building and new close care apartment block; the buildings will be in C2 use class which is the same as the existing.

Access to the site will remain unchanged by the proposal.

Relevant Planning History

07/00149/FUL (PER 22.01.2007) Erection of 4 no. two storey extensions to house lifts for flats 1-4, flats 5-8, flats 16-19 and flats 20-23 buildings

90/00503/OLD (PER 26.03.1990) Internal alterations

87/00518/OLD (PER 12.01.1987) Demolition of garage, partial demolition in service wing and internal alterations; erection of two storey and single rear extensions, 16 flats, 8 bungalows and guest flat, construction of roads and car parks

86/00540/OLD (PER 16.10.1986) Elderly persons accommodation comprising- Two storey rear extension to provide 20 bedsitting rooms common room and ancillary accommodation erection of 16 flats 8 bungalows and guest flat

83/00498/OLD (REF 19.08.1983) Erection of nine dwellings

81/00550/OLD (PER 30.07.1981) Erection of two storey extension to provide 12 bedrooms, 1 flat and 1 flatlet

78/01408/OLD (PER 04.09.1978) Change of use from residential to rest home for elderly persons

Consultations

Historic Environment – no objection see main assessment below.

Representations:

Otterbourne Parish Council

- No comment

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

- Overlooking impact of new close care apartment block on neighbour amenity

Case No: 18/02064/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

- Insufficient parking provision
- Flooding
- Increased traffic generation and impact on highway safety
- Design out of character with the surrounding area
- Over supply of care homes in the area
- Overbearing impact of new close care apartment block on neighbour amenity
- Access to the site too narrow
- Impact of development on listed building
- Scale and height of development out of keeping with surrounding area

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

- Dust from development harmful to elderly residents
- Concerns over length of time development will take to build

0 letters of support received.

Relevant Planning Policy:

Winchester Local Plan Part 1 – Joint Core Strategy:

CP13 – High Quality Design

CP20 – Heritage and Landscape Character

Winchester District Local Plan Part 2 – Development Management and Site Allocations

DM28 – Demolition of Heritage Assets

DM29 – Heritage Assets

DM30- Changes of Use of Listed Buildings

National Planning Policy Guidance/Statements:

National Planning Policy Framework

Supplementary Planning Guidance

High Quality Places SPD 2015

Otterbourne Village Design Statement 2008

Planning Considerations

Principle of Development

The application site is located within the settlement boundary of Otterbourne, where the principle of development is accepted, provided the proposal is in accordance with the relevant policies of The Development Plan and unless material planning reasons indicate otherwise.

The principle of alterations to a listed building is accepted under Policy DM29 of WDLPP2 provided that any alterations, additions or other works affecting the special interest of a heritage;

Case No: 18/02064/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

- retain the historic plan form and structural integrity of the building
- retain the architectural and historic features forming part of the special interest of the building
- reinforce the intrinsic character of the building through the use of appropriate materials and details;
- not harm the special interest of buildings or structures forming part of the curtilage of the heritage asset.

The proposal will result in the demolition of the 1980's extension which is connected to the rear of the listed building. The principle of the demolition of this building and alterations to the listed building is supported in Historic Environment terms, provided the alterations are sensitive to the historic fabric of the listed building and that the new replacement block is sensitive to the character and setting of the listed building. The principle of these changes is accepted under Policy CP20 of WDLPP1 and DM29 of WDLPP2, further regard to this is discussed further below.

Key Issues

The preservation of the special architectural / historic interest of the listed building and its setting (S.66 P(LBCA) Act 1990; Policies DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policies CP20 Winchester District Joint Core Strategy; NPPF (2019) Section 16).

Internal alterations to listed building

The principle of the proposed alterations to the mid 19th century listed building are supported to create 4 no. 2 bed flats and demolishing the late 20th century extension. Much of the listed building's significance lies in its external architectural detailing. Internally the property has suffered from mid to late 20th century alterations through its change of use from residential to a care home. Evidence of the original planform is no longer complete. There are some internal architectural details that survive and will be retained within the proposed alterations, such as linen fold doors, the gothic inspired main staircase, curved corridor wall corners and ceilings and ceiling lanterns. The inappropriate first floor landing area partitions will be removed which will better reveal the exceptional staircase.

It is noted that each apartment will house its own space heating and hot water boiler. Details of all flues and externally visible extract vents are required. Further details are required in regards to the lift and its overrun, extract ventilation and flues, this is secured via condition.

Design/layout

The Old Parsonage is currently physically connected to the 1980's extension with a connecting corridor internally. This is considered to have a detrimental impact to the listed building, with the original built form and elevational treatment being obscured by these later additions.

Case No: 18/02064/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

The proposal will demolish the later extension, allowing the listed building to be viewed in its original historic built form. The new apartment block will be detached from the listed building allowing a greater degree of separation between these two elements resulting in a clear hierarchical relationship between the original and new buildings on site.

The space in-between the listed building and new block will form a new walkway, reinforcing the historical central axis through the site, visually and physical connecting all parts of the site and improving the usability of the open space for residents.

The layout and the symmetry of the listed building is reflected and interpreted in the design and layout of the new close care apartment block. The new building is designed in two separate longitudinal blocks which are linked by open walkways which encourage greater interconnectivity throughout the site. In response to comments raised by Design Review Panel, the openings on the southern elevation of the outer bar have been enlarged to give a higher quality and unapologetic finish to the overall design of the scheme and the link between the two bars has been made into a lighter element to emphasis the division between each block.

The communal activity space is located to the north east of the close care apartment blocks. The communal block is single storey in height and is constructed with a double pitched gable roof to address the concerns of the Historic Environment Officer and to keep its height to a minimum. This allows views of the roof and chimneys of the listed building when viewed from Old Parsonage Court.

The design of the scheme is contemporary in its architecture, the materials contrast with those used in the listed building, but draws on elements of the listed building to create subtle connections between the new and existing buildings by way of the intricate detailing. The overall finish results in a high quality, contemporary building which enhances the setting of the listed building. Condition 3 requires material samples to be submitted prior to the commencement of works on site.

Impact on setting of listed building

The proposed separation of the listed building and close care apartment block is considered to be improvement to the current 1980's extension which is connected to the rear of the listed building. The rear of the listed building will be viewed in its original form better revealing its significance.

Concerns have been expressed regarding the impact on the view of the listed building when standing in Old Parsonage Court looking southwards as currently the highly decorative chimneys octagonal chimneys contribute positively to the listed buildings special interest. This view will be reduced by the new close care apartment block as it will extend further eastwards into the plot. The solid element linking the two sections of the 2.5 storey block has been reduced in the amended plans to a lighter flat roof over the central balconies with standing seam metal covering; giving greater potential for the chimneys to be seen from the Old Parsonage Court. This amendment is supported by the Historic Environment Officer.

However, as the listed building and new building are physically separated with new walkways and open space between the two, there are more views of the rear of the listed

Case No: 18/02064/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

building and hence the chimneys from this location than afforded currently. This opening up of the rear of the listed building and physical separation between the two buildings is considered to be significant enough to mitigate the loss of the view of the chimneys from the rear of the site. The improvements to the listed building that are generated from this development are considered to far outweigh the loss of one view of the listed building.

The scale, mass and design of the new building and its relationship with the listed building have been assessed in detail at Design Review Panel. The physical separation of the listed building from the new development is commended and the detailing of the new building links effectively to the listed building.

In response to concerns raised in regards to the bin store and its impact on the setting of the listed building, the amended plans show the bin store broken up and screened by a yew hedge to soften its appearance.

Views of the 1980's extension are limited from the wider surrounding area, with the southern boundary of the site with Main Road offering substantial tree screening. The perceived mass and scale of the new buildings is not considered to be above and beyond that of the existing later extension to the rear of the listed building. The high quality and sensitive design of the scheme is considered to improve views into the site from the public realm. The proposal is not considered to result in significant harm to the setting of the listed building or the character of the surrounding area.

Conclusion

The proposal accords with The Development Plan and the following policies: CP20 of Winchester District Local Plan Part 1, DM28, DM29, DM30 of Winchester District Local Plan Part 2.

The proposal accords with Section 66 of the Listed Buildings and Conservation Areas Act 1990 and Section 16 of the NPPF.

Recommendation

Application permitted subject to completion of a S106 Agreement to ensure the development is maintained in C2 use and for the provision of an Employment Skills Plan.

Heads of Terms

- Retention of buildings for C2 use
- Employment and Skills Plan

(Note: If the Legal Agreement is not completed within 6 months then the application may be refused without further reference to Committee)

Conditions:

Case No: 18/02064/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

1. The works hereby consented to shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with the provision of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

2. No works shall commence on the listed building until a full material schedule has been submitted to and approved in writing by the Local Planning Authority. The submitted schedule must specify in detail the proposed materials and methods of workmanship proposed, supplemented by labelled samples to be agreed in writing by the Local Planning Authority prior to the relevant parts of the works commencing.

Reason: Details are required prior to works commencing because insufficient detail was submitted with the application to preserve the special architectural / historic interest of the listed building and the character and appearance of the conservation area in accordance with Policies DM27, DM28, DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF 2018 Section 16.

3. No works shall commence on the listed building until full joinery details, at a scale of 1:5, including section/profile details where necessary and all types of finishes, have been submitted to and approved in writing by the Local Planning Authority. The submitted details must be referenced against the approved plans, and must show the relationship with the surrounding fabric. The works shall then proceed in strict accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: Details are required prior to works commencing because insufficient detail was submitted with the application to preserve the special architectural / historic interest of the listed building and the character and appearance of the conservation area in accordance with Policies DM27, DM28, DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF 2018 Section 16.

4. All works of repair to the surrounding fabric and surfaces affected by the works hereby approved shall employ materials, traditional workmanship, and detailing, to match the existing in all respects, unless otherwise agreed in writing by the Local Planning Authority before the commencement of works on-site. The works shall then proceed in strict accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To preserve the special architectural / historic interest of the listed building and the character and appearance of the conservation area in accordance with Policies DM27, DM28, DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF 2018 Section 16

5. No development shall commence on site before full details of any new plumbing, pipes, soil-stacks, flues, vents or ductwork have been submitted to and approved in writing by the Local Planning Authority. The works shall then proceed in strict accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Reason: To preserve the special architectural / historic interest of the listed building and the character and appearance of the conservation area in accordance with Policies DM27, DM28, DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF 2018 Section 16.

6. No development shall commence on site before full details of any new grilles, security alarms, lighting, cameras, satellite dishes or other appurtenances have been submitted to and approved in writing by the Local Planning Authority.

Reason: To preserve the special architectural / historic interest of the listed building and the character and appearance of the conservation area in accordance with Policies DM27, DM28, DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF 2018 Section 16.

7. No development shall take place until 1:10 or 1:20 details, as appropriate, including cross sections and full details of materials and finishes, to show the detail of the internal lift hereby approved and its juncture with the host building have been submitted to the Local Planning Authority.

Reason: To preserve the special architectural / historic interest of the listed building and the character and appearance of the conservation area in accordance with Policies DM27, DM28, DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF 2018 Section 16.

Informatives:

Any modifications to the approved drawings, whether for Building Control or any other reason, or any departure on site from what is shown, may constitute a criminal offence under Section 7 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The applicant is required to draw this and other conditions on the Consent to the attention of any contractors or sub contractors working on site and furnish them with a copy of the consent and approved drawings.