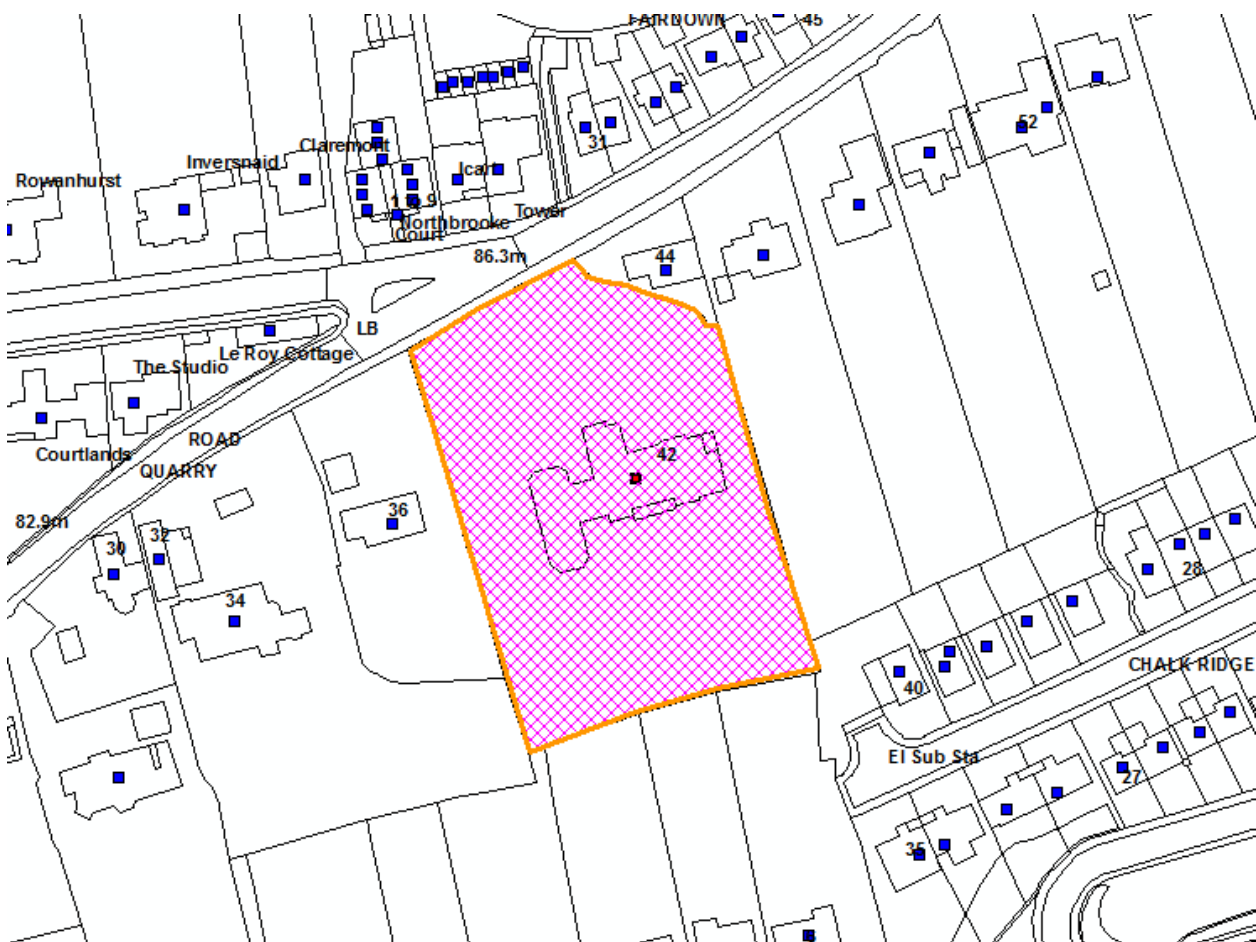


WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

**Case No:** 18/02385/FUL  
**Proposal Description:** Erection of a 60 bed specialist dementia and nursing residential care home with associated landscaping and car park following demolition of the existing vacant former nursing home building  
**Address:** Abbeygate 42 Quarry Road Winchester SO23 0JS  
**Parish, or Ward if within Winchester City:** St Michael  
**Applicants Name:** Mr Richard Dooley  
**Case Officer:** Liz Marsden  
**Date Valid:** 15 October 2018  
**Recommendation:** Application Permitted



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PLANNING COMMITTEE

**General Comments**

**Application is reported to Committee as it is for major development and the number of representations received contrary to the officer recommendation.**

Amended Plans received 04.02.19. The principal alterations are:

- Relocation of proposed building by 3m further back from Quarry Road
- Lowering the floor level of the building by 1.85m
- Provision of increased parking area to front of site (existing parking area)
- Alterations to pedestrian access, including staircase and terraced landscaping.
- Inclusion of platform lift for disabled access and servicing.
- Reduction in height of hedge along road frontage
- Change of roofing materials to natural slate
- Change timber cladding to brushed, charred, Accoya timber
- Gabion wall to be flint or flint panels

Amended Plans received 20.02.19

- Include positions of relocated lamp post and methane pipe.
- Minor alterations to car park access

**Site Description**

The site occupies an area of 0.503ha (1.24 acres) and is located in the St Giles Hill area of the city, about 1.2km (0.7miles) east of the centre of Winchester. The site is positioned to the southern side of Quarry Road, close to the road junction with Northbrook Avenue. The property is on a steep slope from the north frontage to Quarry Road to the rear garden southern boundary, with an overall difference in height of around 10.5m.

The site is occupied by a large detached house which has previously been extended and altered for use as a 30 bed care home, but was closed in 2017. The enlarged building is situated to the central area of the site, with a landscaped screened car parking area to the northern / front portion of the site which is at a higher level than the central area where the building is located. The site is accessed by a driveway towards the eastern boundary which slopes down, past the car parking area entrance and down to the front of the former house. There are tree screened boundaries to the east and west and to the southern / rear area of the site, a stepped rear garden amenity area. The garden falls by about 3m from the central area where the building lies, to the lower garden to the southern part of the site. The southern boundary is also tree screened.

The site is located in a predominantly residential area, towards the top of St Giles Hill, with only the properties to the north of Quarry Road being at a higher level. The area is characterised by a variety of dwelling types, with detached and semi-detached houses, chalet style bungalows and, opposite the site a three storey block of flats and Icart Tower, a converted water tower. There is no particular uniformity in the architectural style of existing properties.

To the north-east corner of the site is a detached house with a small patio garden raised to the level of Quarry Road. This property is therefore fairly prominent when viewed from the driveway on the site which skirts the common boundary. The properties either side, to the west and the east, are residential detached dwellings with south facing long rear gardens.

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

South of the site the land continues to fall to the rear gardens of detached houses at Chesil Wood, off Petersfield Road.

The application sites lies on the southern edge of, but outside, the Winchester Conservation Area, and therefore can be considered to affect the setting of the Conservation Area. The site is also within the St Giles Hill Neighbourhood Design Statement (revised – September 2011), which is a Supplementary Planning Document to guide development proposals within the area. Although the site is heavily screened to the boundaries by mature tall trees, only the western boundary is partly covered, and therefore protected, by a group Tree Preservation Order (TPO), ref: 00313-2003-TPO.

### **Proposal**

This is a full planning application for the demolition of the existing vacant former care home and the redevelopment of the site to provide a 60 bedroom specialist care home for dementia patients (Use Class C2). The proposal shows a purpose built building the majority of which is 4 stories in height (13.68m) to occupy the central area of the site. The elevation to Quarry Road would be three-storey, though the bottom floor is set at lower ground level than the road and the effect will be of a two-storey property fronting the road. The proposed building is a Z-shape, with the ground floor occupying the central section and upper floors adding the two end wings, the northern most taking into account the higher site slope to the north, and the south-eastern being suspended on piers over part of the car parking area.

The scheme would provide 25 car parking spaces (including 2 disabled driver spaces) and 12 cycle storage bays. The existing access would be retained, with the entrance from Quarry Road widened to include a footpath to the side. The main parking area has been relocated, from the originally submitted proposal, towards the northern part of the site, which currently serves as the parking area.

The building has a ground floor which occupies the central area with the entrance and reception area, and admin offices. Other rooms provide central services (laundry, kitchen, plant, refuse store) and staff changing rooms, lounge. For the residents there is a small 9-seater cinema, a café / bar and a hairdresser studio. Access to the rear garden / grounds area is also provided.

The upper floor accommodation has a wider Z-floor area footprint to take into account the slope of the site. The 5 frontage north facing bedroom units have a small enclosed garden areas, with one accessed from a communal sitting room. Each of the upper floor areas (first, second, third floors) would provide, in addition to the 60 bedrooms, lounges, sitting rooms, dining rooms with kitchen / servery rooms and a clinical room to each accommodation upper floor. The bedrooms are shown to be distributed through the building with 20 on each of the upper stories organised, with the other rooms into two 10-bedroom 'households' on each floor.

The rear gardens / grounds would be accessed from the rear door at the ground floor. The garden is shown to be a formal arrangement with lawns (including a croquet lawn), planted beds and formal hedgerows. The change in level to the lower southern part would be accessed by a flight of steps to a planted orchard. The west, south and eastern site boundary would be enclosed and secured by a 1.8m high timber close boarded fence. Along the northern frontage with Quarry Road there is an existing dense evergreen hedge which is to be retained and maintained at a lower height than existing (around 2.5m).

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

**Relevant Planning History**

80/01485/OLD: Change of use to a rest house for the elderly.  
Permitted 09 September 1980

81/00779/OLD: Erection of two storey extension and conversion of Coach House to form dwelling house  
Permitted 13 October 1981

85/00669/OLD: Two storey and single storey front extensions.  
Permitted 26 November 1985

88/00782/OLD: Single storey extension to provide nine bedrooms, lounge, bathroom utility with link to existing building incorporating lift and motor housing.  
Refused 01 August 1988

89/00743/OLD: Two storey side extension to provide 10 bedrooms, bathroom, lounge, utility rooms & lift  
Permitted 27 April 1989

01/01601/FUL: Single storey split level front extension with terracing/balcony area to provide additional accommodation to existing nursing home  
Refused 07 September 2001

02/01455/FUL: Four storey rear extension to provide additional accommodation to existing nursing home  
Permitted 03 September 2002

06/02536/FUL: Roof Alterations to include new lift dormer  
Permitted 28 September 2006

06/02536/FUL: Roof Alterations to include new lift dormer  
Permitted 28 September 2006

15/02099/FUL: Small extension and alterations to existing Care Home to create additional bedrooms and larger office, also addition of an external ramp to improve access.  
Permitted 20 November 2015

**Consultations**

WCC Engineers: Drainage: - No objection subject to appropriate conditions

The site is within Flood Zone 1 and a small part of the site is at low risk of surface water flooding. The geology is chalk. A connection to the foul sewer is proposed for foul drainage, this is the most sustainable option. Capacity should not be an issue due to the existing use.

Surface water drainage originally proposed to be connected to the foul sewer, via an attenuation tank and pumping station. This is not sustainable, and is unlikely to be acceptable to Southern Water. Pumping stations for surface water should be avoided unless absolutely necessary. The amended drainage system is much better, though due to the scale of the building and potential size of the soakaway we need confirmation of infiltration rates in the soil. This can be dealt with by condition.

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

WCC Engineers: Highways: - No objection subject to appropriate conditions

This application is supported with a detailed transport assessment which sets out the highway implications of the proposal. If permitted, it is likely that the care home will only generate an additional 4 traffic movements in the peak periods, onto a road which actually is very lightly trafficked. The access is to be widened, and visibility improved, in accordance with measured vehicle speeds on Quarry Road. The proposal includes parking provision for 25 vehicles, which based on the data provided, should be more than adequate. Provision has been made on site for service vehicles to turn, so as to enter and leave the site in forward gear. The application is therefore acceptable from a highway point of view, subject to appropriate conditions.

WCC Head of Environmental Protection: - No objection subject to conditions.

No adverse comments on air quality or contaminated land issues though, as would be expected in a location close to the motorway, there are elevated background noise levels. There are recommendations to reduce noise levels and although the final detailed specification has not been submitted, this can be required through an appropriate condition.

WCC Head of Historic Environment:(Archaeology) – No objection

The proposal is supported by an Archaeological Desk-Based Assessment (DBA) forming a Heritage Statement (CgMs, May 2018 Ref. JA/Ms/24375). The DBA concludes that the site has a low to moderate potential to contain any buried archaeological remains and based on the steep topography the potential for any early settlement remains is considered low. The report also highlights that the known Anglo-Saxon cemetery and the site of the medieval fair at St Giles are located on the high ground to the north of the application site.

The report also notes that the site has been extensively disturbed by the existing development and (as illustrated by historic mapping) the grounds around the existing building have been extensively terrace / landscaped

The DBA has considered appropriately the potential of the site to contain archaeological remains and the potential for any such remains to survive given the extensive disturbance within the site. I concur with the conclusions of the DBA and advise that the proposed development raises no archaeological concerns. Accordingly, there is no objection on archaeological grounds and no conditions are recommended.

WCC Head of Historic Environment:- No objection

The property is not listed and located outside the conservation area. However, there is a Victorian methane gas pipe located close to the access from Quarry Road, which is a feature of historic interest in the street scene. Whilst it would be preferable if the pipe could be kept in its current location, moving it by a few metres, as indicated, will not have a material impact on the street scene or the role of the pipe within it.

WCC Head of Landscape: - No objection

The proposal is for a very large institutional building on the top of St Giles Hill, which has the potential to dwarf its neighbours and appear incongruous in views from the south. However the amended scheme has been lowered in height and now has a better relationship with the trees on the skyline and to the east and west boundaries.

The originally proposed use of light coloured zinc for the roof has been changed to slate,

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

making its appearance darker, less conspicuous and more in keeping with the other building in the area, More use has been made of dark timber for cladding the south elevation.

It is considered that following these significant changes the proposal responds better to the special qualities, feature and characteristics of St Giles Hill and whilst the building will be visible in southerly views, the recognised public views, particularly those from the SDNP, are not likely to be harmed by the proposal providing the existing trees on and around the site are retained.

WCC Head of Strategic Planning: - no objection but need to assess impact of building on views into and from St Giles Hill and ensure sustainable design.

The proposal lies within the settlement boundary of Winchester (DM1) and, as such, the principle of development is acceptable. It adjoins the Winchester Conservation Area to the north, so development could potentially affect the Conservation Area, particularly in terms of views in/out. The proposal would replace the existing care home with a new, larger facility that includes dementia care. As such it would appear to meet the requirements of policies CP2 and CP6, which promote a mix of housing and seek to retain and improve facilities and services. The proposal does not appear to be for independent dwellings, so would not be subject to policies on affordable housing or dwelling size (CP3, DM2).

The protection of important views from and of St Giles Hill is an important element of the St Giles Hill NDS (Policy 1), which identifies that there are glimpses from Quarry Road across the site. The NDS also seeks to retain existing Victorian and Edwardian houses and avoid buildings of uniform height and mass (Policy 6), maintain glimpsed views and break up the bulk of larger proposed buildings (Policy 7), and set new buildings into the slope and promote smaller buildings that avoid long unbroken lines (Policy 10).

The NDS policies add detail and supplement the Local Plan policies regarding design, efficient use of land and site planning/development (policies CP13, CP14, DM15-DM18). The proposed development includes a large amount of built form, even in comparison to the existing large building to be demolished, so there will need to be careful consideration of its impact and design/layout to ensure the relevant policy requirements are respected. The existing building is proposed to be demolished but appears to be based on a Victorian / Edwardian house, so its importance should be assessed, given the NDS aim of retaining these buildings.

Local Plan Part 1 policy CP11 expects high standards of sustainability (Code for Sustainable Homes Level 5 for energy and Level 4 for water), although recent Government announcements mean that Code Level 4 for energy would be accepted. The Design Statement does not appear to address this requirement and clarification is needed as to whether adequate sustainability levels are proposed and how they will be secured.

WCC - Urban Design Officer: - No objection

Developing the site for the proposed use is acceptable and keeps in line with the existing use. The proposal has positively evolved to address the concerns raised by the Design Review Panel and the WCC officers throughout the application process in terms of site layout, general massing and material treatment.

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

The applicants have positively developed the scheme's massing arrangement and internal layout to step down and step back the building in response to the change in level along St Giles Hill and to improve the way it visually relates to the surrounding buildings and how it is seen from distance views.

The proposed site plan compliments the set back of the dwellings alignment's along this side of the road and would not require a strong presence from Quarry Road as the proposed buildings are well set back behind the existing trees and hedge. By adding the 3 meters set back from Quarry Road, the building settles much better in the context and complies with Policy 10 of St. Giles Neighbourhood Design Statement.

Southern Water: - Comments and advice regarding infrastructure

There is an increased risk of flooding due to the additional foul sewerage flows on the existing public sewer network. Network reinforcement would be required by Southern Water to be part funded by the New Infrastructure Charge. Conditions will need to be applied to secure this work.

There are no public surface water sewers in the area to serve this development. Alternative means of draining surface water are required which should not involve disposal to a public foul sewer.

Under current legislation and guidance, SUDS rely upon facilities which are not adoptable by sewerage undertakers. Therefore, the applicant will need to ensure that arrangements exist for the long term maintenance of the SUDS facilities. Where a SUDS scheme is to be implemented the drainage details should be submitted to the Local Planning Authority.

Following initial investigations, there is currently inadequate capacity in the local network to provide a water supply to service the proposed development. Additional off-site mains, or improvements to existing mains, will be required to provide sufficient capacity to service the development.

WCC - Head of Landscape (Ecology) – Additional information needed

Further information is required. The submitted ecological assessment, recommends further survey in terms of bats roosting within the building, which should be carried out between May and September and completed prior to any decision being made. If mature trees are to be retained and protected during construction there should be no impact on bats and birds.

Lighting plans will need to be submitted to the LPA for approval and conform to The Lighting Institute and BCT Guidance 08/18. Biodiversity Enhancement measures shall be submitted to the LPA for approval. Both lighting plans and biodiversity enhancement measures will be based in part on results of the further survey in terms of bats.

WCC – Head of Landscape (Trees) – No objection subject to appropriate conditions

An Arboricultural impact assessment and method statement was requested and has been provided by the applicants. This demonstrates that the proposal can be accommodated without detriment to the tree screen along the boundaries and subject to conditions ensuring that protective measures are in place during construction, there is no objection on tree grounds.

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

**Representations:**

City of Winchester Trust: - No objection

The Trust was consulted in the pre-application stage of the planning process. It was felt that excellent use of the site is being proposed, and the Trust appreciates the meticulous care that has been taken while developing the scheme. It was felt very important that the architect should have control of the execution of the details of the proposed design before the final contract is agreed, so that the evident quality will not be diluted by a contractor.

It was considered that the choice of timber cladding for the building is a good one, and some regret was expressed that it wasn't being used for the whole building, since this would make a more integrated scheme, while at the same time its relatively discreet appearance would not be intrusive amongst the mixture of styles and materials to be found along Quarry Road.

The retention of the trees on the boundaries of the site was welcomed, as was the green roof, but it was felt that a verified view should perhaps be provided to ensure that, unlike the Chalk Ridge housing, the appearance of the building would be acceptable as seen from the hills on the other side of the valley.

St Giles Hill Residents Association: Object

Whilst the proposal to build an improved care home is welcomed, we do object to the bulk and positioning of the building within the site. It will dominate the street scene, being much higher than the adjacent properties 36 (+6m), 44 (+4m) and 46 (+3m). This contradicts the NDS policy 10 ("New buildings or building works should not dominate neighbouring buildings...., should be 2, exceptionally 3 stories... set sympathetically into the slope and present no more than a natural two story façade when viewed from below..."). We believe our objection could be addressed by moving the building further away from Quarry Road, reducing the roof height by additional site excavations, and retaining the boundary trees as currently planned.

18 letters received objecting to the original application for the following reasons:

- Building too high and overly dominant on skyline
- Building too close to Quarry Road and overbearing on street scene
- Building design / contemporary style out of keeping with traditional character of area
- Building will have harmful impact on adjacent Conservation Area
- Loss of views across to the
- Increase in traffic generation to site with noise and safety concern
- Lack of on-site parking provision for staff will lead to roadside parking
- Service traffic will have to park / unload from roadside due to site slope and this will cause excessive noise
- Tree screen to the site should be retained and not cut back at road frontage
- Drainage of surface water to rear needs to be controlled to prevent flooding
- Drainage of foul water needs to be agreed to avoid flooding of Chesil Wood gardens
- Light pollution would impact on local wildlife

1 letter of support received in respect of original application

- Dementia care home welcome to the area

**Case No: 18/02385/FUL**



WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

Subsequent to the submission of amended plans 10 further letters of objection have been received from previous objectors, together with a further letter of objection from St Giles Hill Residents Association. Generally the amendments to the proposal are welcomed, but are not felt to be sufficient to overcome the concerns relating to:

- Size and scale of the building and its impact on the streetscene
- Conflict with the St Giles Hill Neighbourhood Design Statement in terms of loss of glimpses through the site and extent of uniform roof line.
- Inadequate access
- Increase in level of noise and disturbance from vehicles required to serve the development and hazard to other users of the road
- Inaccurate plans that do not realistically show the impact of the building.
- Lack of capacity in the sewerage network and the time period for this to be rectified.

There was a letter that did not object to the proposal but queried what provisions were being made for foul and surface water.

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

- Private views over the site to countryside beyond

**Relevant Planning Policy:**

Winchester Local Plan Part 1 – Joint Core Strategy

DS1, WT1, CP2, CP3, CP6, CP7, CP9, CP10, CP11, CP13, CP14, CP16, CP17, CP20 and CP21.

Winchester Local Plan Part 2 – Development Management and Site Allocations

WIN1, WIN3, DM1, DM15, DM16, DM17, DM18, DM19, DM20, DM24, DM26 and DM27.

National Planning Policy Guidance/Statements:

National Planning Policy Framework 2018

Supplementary Planning Guidance

Winchester – St Giles Hill Village Design Statement

High Quality Places - 2015

Winchester City and its Setting

Winchester District Landscape Assessment

Parking Standards 2002

**Planning Considerations**

Principle of development

The site is within the built-up area of Winchester, so the principle of developing or redeveloping the site is acceptable. The existing / former use, and the proposed use as a care home includes both residential uses (residential institution - Use Class C2) as well as the associated employment activity forming part of this planning land use. There is no change of use proposed as part of the current proposal, and therefore the use is acceptable in this location. Given the scale of the development, it is appropriate to include a condition restricting the use to Class C2, to ensure that there is no possibility that it could be changed

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

to a purely residential use, without the care element. The use of building for dwelling units would generate an increase level of activity and parking requirement which may not be acceptable in this location.

The Winchester Local Plan Part 1 – Joint Core Strategy (LPP1) Policy CP2 makes provision for specialist forms of accommodation such as extra care housing ... or homes for those with disabilities and support needs.

Policy CP6 of LPP1, states that proposals to the development of new, extended or improved facilities such as health and care establishments, including nursing/care homes, will be supported. In this case, the proposal will result in the replacement of an existing care home with a larger facility and is therefore in accordance with this policy.

Policy CP14 of LPP1 states that the development potential of all sites should be maximised and that higher densities will be supported on sites which have good access to facilities and public transport. The primary determinant will be how well the design responds to the general character of the area.

The Winchester Local Plan Part 2: Development Management and Site Allocations (LLP2) Policy DM1 confirms that suitable development within the settlement boundary of Winchester Town is acceptable.

Design/layout

The layout and design of the development has been determined to a large extent by the requirement to provide a high standard of living accommodation which reflects the needs of the residents and ensures a level of operational efficiency whilst taking into account the constraints imposed by the topography and natural features of the site. In addition the context of the surrounding development and relationship with adjoining properties must be considered in order to minimise any adverse impact.

The building is a 4 storey structure, with 6 'households' of 10 residents each occupying the upper three floors of the building, with the ground floor being retained for services, administrative and communal areas. The height of the building has been kept to the minimum possible without compromising the accommodation to be provided in the third floor rooms. This has resulted in an extensive area of flat roof, though this is not apparent from ground floor level, where the flat roof is concealed behind a pitched roof section to all sides. There have been a number of objections raised about the extent and uniformity of the flat roof and the lack of articulation in the roof façade. The possibility of achieving a more varied ridgeline has been looked at by the applicants but, based on the internal configuration required, this could only be achieved by raising sections of the roof, which was felt would have a greater visual impact on the surrounding area. It is considered that sufficient variety is provided in the elevations of the building, through the use of materials and feature dormers, to provide interest.

The revised plans that were submitted following the initial consultation responses did not alter the design of the building but relocated it on the site, so that it was set further back from the road (by 3m) and at a lower level (by 1.85m), reducing its visual impact on the street scene. This also enabled additional parking to be provided closer to the road, which reduces the amount of car parking that would be needed at the ground floor level and enables an improved aspect to the area around the main entrance. The pedestrian access has also been improved with a greater level of landscaping around the steps. Wheelchair

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

access is provided by a platform lift, which will also provide access to the service area at ground floor level.

The location of the building has been carefully sited in order to avoid encroaching into the root protection areas of the mature trees that line the eastern and western boundaries, ensuring that these can be retained. There is some concern that the proximity of the trees to the building will result in limited light available to the occupants, due to the extent of overshadowing and that there would be future pressure for their removal. A statement has been submitted which confirms that the proposed rooms within the building will receive good levels of daylight and sunlight, which would meet British Research Establishment (BRE) criteria. Furthermore, the internal layout of the building is such that all residents will have access to areas with unimpeded natural light, both within the building where there are smaller sitting rooms located within all the 'households', together with the larger south facing communal areas at ground floor level and the outdoor patio and gardens.

The proposal incorporates landscaped private amenity space for the accommodation, either in a small number of private garden areas to the north of the building, or the communal gardens to the southern and western part of the site. The landscaping has been enhanced around the front entrance and access way, with the use of blockwork to break up the expanse of hardstanding. The existing overgrown hedge along the front boundary, which is up to 4m in places, is to be retained, but reduced in height and maintained at around 2.5m.

The materials to be used in the external surfaces of the building have also been altered following criticism of the quality and appearance of some of the original materials, in particular with regard to the roofing and cladding materials. The original submission proposed a fibre cement slate on the roof slope fronting Quarry Road, with a standing seam zinc roof across the remainder of the building. The walls were to be a mixture of zinc and a light timber cladding. These materials were felt to be too light and reflective, resulting in a greater level of visual intrusion in longer views to the south, whilst a darker finish would serve to blend the building into the woodland setting of the hillside. The revisions propose to use a natural slate across all roof slopes, with the walls in the western, eastern and southern elevations are to be an Accoya charred timber, which is a darker colour and has the benefit of being hard wearing and requiring limited maintenance. The Quarry Road and side elevations of the wing fronting the road are to remain as red brick, with a projecting feature, which will add additional interest to the building.

It is recognised that the proposed building is significantly larger than the one it is to replace and will inevitably be more visible in some public vantage points. However, it is capable of being accommodated on the site without undue loss of natural features and will not result in the site appearing cramped or overdeveloped.

#### Impact on character of area

The principal impact of the proposal would be due to the scale of the building, which is significantly larger than the building that it is to replace. Due to the mature tree belts along the eastern and western boundaries of the site, the full extent of the length of the building will not be apparent in any public views, particularly as the building is lower than the trees, and the primary visual impact will therefore be from Quarry Road to the north and in longer views from the south.

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

From Quarry Road, the proposed building, although narrower overall than the existing, will be significantly more visible due to its closer proximity to the road (17.5m rather than 30m) and increased height, due to the additional floor of accommodation which adds 4.28m. Comments have been made that the length of the building that will be visible from the road is uncharacteristic of the area and will therefore be detrimental to its appearance. It is acknowledged that the plan of the front elevation suggests that the building extends across nearly the full width of the site, though it should be noted that this is slightly misleading as around a third of the frontage is set much further back on the site (47m from the road) and, with the difference in perspective, will appear lower and less intrusive. It should be noted that almost opposite the site, there is a 3 storey block of flats (Northbrooke Court), which is within 10m of the roadside. Whilst this building has a frontage of 16.7m, it is in close proximity to Icart House and Icart Tower, resulting in a longer façade which is more prominent in the street scene. It is considered that the views of the building from the road will not be so significant, or out of keeping with the character of the area so as to justify a refusal on this basis.

There is some concern about the loss of glimpses between buildings, identified in the St Giles Hill Neighbourhood Design Statement (policy 1) (NDS), that would result from the extent of the building. Reference has been made to an appeal at 22 Quarry Road, in which the Inspector placed 'substantial weight' on the provisions of the NDS and concluded that, whilst the panoramic view was currently blocked by a mature hedge, this could, in principle, be opened up, whilst the development of the site would result in permanent harm. With respect to the Abbeygate site, the views are glimpses, rather than the panoramic view (one of only two available for Quarry Road) that was affected in the appeal case and are already extremely limited, not only due to the hedge along the roadside but also due to the extent of tree growth along other boundaries. It would therefore require more extensive works than the lowering of the hedge to restore the glimpses of longer views, which would also have implications on the visual amenity of the area as it could affect the mature trees that are of significant amenity value. It is not considered therefore that the permanent loss of these glimpses would cause material harm to the visual amenities of the area so as to justify a refusal on this basis.

To the south of the site there is a further line of existing trees, though these are set at a lower land level than the building and in longer views from the south, they would not serve to screen the building, particularly in view of the increase in height. The greater mass and height of the building would therefore have the potential to increase the visual impact of the structure to level where it would have an adverse and unacceptable effect on the character and appearance of the area. This possibility was recognised in the original consultation responses from landscape and urban design officers and has been addressed through the submission of alternative materials to be used, with darker wooden cladding and slate in place of the former zinc and light timber cladding, ensuring that the building blends more effectively into the wooded setting. Visually verified images have been produced from a number of these points, including St Catherine's Hill, the motorway and Morestead Road, to illustrate the visual impact of the proposal and demonstrate that the building, whilst visible in some viewpoints, will not be unduly intrusive or detrimental to the overall appearance of St Giles Hill.

It is considered that the proposed development can be satisfactorily accommodated on the site and will not appear out of keeping with or detrimental to the character of the area.

Impact on neighbour amenity

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

The site is bounded by a number of properties with potential to be directly affected by the size and scale of the proposal, most notably those immediately adjacent to east and west (36, 44 and 26). However, given the size of the site, the central location of the building, the mature tree screening along the boundaries and the distance to the neighbouring properties, the proposal will not result in any loss of amenity through shading or loss of privacy. The nearest dwelling is No.44 which is located immediately adjacent to the access drive, at a distance of 15m from the closest point of the new building. This property has a small rear garden, at present screened (and shaded) by trees on the application site, though these are shown to be removed as part of the new landscaping proposals. There are two bedroom windows at second floor level that would look towards the garden and may provide a restricted view, though this would be at a distance of 17m and is sufficient to ensure no undue loss of privacy through overlooking.

To the rear (south) of the site, the land drops away and the neighbouring houses (the closest of which is on Chalk Ridge at 35m) are set at a lower level and screened by trees, ensuring that they will not be adversely affected, either in terms of overlooking or through the new building appearing overbearing in the outlook from those properties.

To the north, the nearest dwellings are the flats in Northbrooke Court, Icart and Icart Tower, set to the other side of Quarry Road. The distance between these properties and the nearest part of the proposed building is 35m and therefore, whilst the new building will be visible from these properties, it will not cause harm to the amenities of the occupants of those properties by loss of light and privacy or through an unacceptable and overbearing impact on their outlook. The revised plans have reduced the height of the building when viewed from the road and it is now lower than the top of Icart Tower.

It is also necessary to consider the potential impact from the intensification of the care home use on the site, with the doubling in the number of bed spaces from 30 to 60. This would primarily be from an increased level of noise and disturbance from additional traffic movements due to deliveries, patient and staff movements and visitors. The doubling of the number of bed spaces does not however necessitate an equivalent increase in the number of staff or deliveries and the overall impact will not therefore be substantially greater than the former and authorised use of the site. Furthermore, the ability for service vehicles to access and turn on the site should ensure that vehicles will not have to unload from the road or block the highway. As set out in the transport statement, it is anticipated that the number of vehicle movements to the site will be increased by 4 during peak hours.

#### Landscape/Trees

The existing trees around the boundaries of the site, particularly those along the eastern and western boundaries are of importance in minimising the impact of the development and ensuring its acceptability. With the exception of some smaller trees within the site, most notably adjacent to the access, the existing trees are to be retained and protected during the construction and will therefore retain much of the character and appearance of the site when viewed from external vantage points. The hedge along the frontage, which is an existing mature feature, is also to be retained and maintained at a lower level. The on-site landscaping has been significantly improved, particularly around the access and main entrance areas, and is appropriate to the development.

#### Highways/Parking

**Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

The proposal utilises the existing vehicular access to the site, but widening it to improve visibility and provide a pathway for pedestrians. Car parking provision is made for 25 vehicles and this is appropriate to the scale and use of the development, particularly given the proximity of the site to the city centre and public transport. A comprehensive transport assessment was submitted with the application which sets out the level of usage and concludes that the increased level of traffic generated by the proposal, amounting to an additional vehicle every 15 minutes at peak hours, will have very little impact on the local highway network. In addition swept path analysis plans demonstrate that the site and car parking spaces are accessible by a range of vehicle types and sizes, which are able to turn round and exit in a forward gear. Given the limited circulation area directly in front of the existing building, it is considered that the proposal will improve vehicle manoeuvrability across the site and will not result in an increased hazard to users of the highway.

It is considered that the impact of the development on the local transport network has been appropriately quantified and assessed and that the development is in accordance with policies CP10 and CP21 of the LPP1.

Ecology

The application was supported by report of an Ecological walk-over survey and daytime bat assessment, which concluded that there was a low probability that the existing building would support bat roosts and that the proposals were expected to have no, or minor, adverse impacts on ecology and biodiversity. Notwithstanding this, it was recommended that a dusk emergence survey was required to assess the presence or likely absence of bats. This survey has not yet been carried out and has been programmed for the beginning of May, with the appropriate season. The survey will inform the requirement, or otherwise, for additional mitigation works, which will need to be agreed prior to any decision being made on the application.

Other Matters

- Sustainability – A pre-assessment was submitted with the application, which suggested that the scheme could achieve a BREEAM rating of 'very good'. This does not accord with Policy CP11, which requires a rating of 'outstanding'. The development has been re-assessed with various elements improved to achieve an overall target of 'excellent', with an 'outstanding' rating for energy efficiency and it is considered that this is acceptable.
- Drainage – It was originally proposed to discharge surface water into the foul sewer, which is not considered to be sustainable. An amended drainage system has been submitted which includes provision for a soakaway on the site and, providing that infiltration tests are carried out to ensure that this is an adequate size, this is an acceptable solution. There are also queries over the adequacy of the foul sewerage system and water supply and the potential requirement for a reinforced network. This is a matter that would be resolved between the developer and Southern Water and the development would not be capable of being occupied without such an agreement in place and any required works completed.
- Levels – A query has been raised over the consistency of the levels shown on the plan. The agent has confirmed that it is common survey practice to set up localised datum points when topographical surveys are undertaken by professional surveying companies which often do not correspond to OS grid height levels. The scheme

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

uses the topographical survey levels consistently throughout the application package other than the Site Location Plan, where an OS Pro Map (at a scale 1:1250) is used to identify the site in plan form only.

- Relocation of existing street furniture. – Some concern was raised over the loss of an existing Victorian Methane pipe, which is located close to the existing access which is to be widened and was not shown on the original plans. This is to be retained and relocated a short distance away, together with the existing street light, with consent obtained via legal agreements with the relevant authorities (Southern Water and Hampshire County Council).

The application cannot be determined until updated ecological information has been submitted. However, Officers are seeking a committee resolution on whether the proposals are acceptable in all other matters with authority being delegated to the Head of Development Management to issue the decision, once the required ecological information has been submitted and assessed.

**Recommendation**

Resolve to grant planning permission subject to the recommended conditions below and delegate to the Head of Development Management to resolve the outstanding ecology matters together with any appropriate conditions that may be required.

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

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

2. The accommodation hereby permitted shall not be used for any other purposes than residence care home (Use Class C2). The building shall be used for no other purpose in the Town and Country Planning Act (Use Class) Order without the prior written approval of the Local Planning Authority.

Reason: The development is of a type that would be adaptable for other residential use, and does not incorporate sufficient parking provision for alternative types of occupancy.

3. No development shall take place until details and samples of the materials to be used for the construction of all external surfaces, including the green roof, of the development hereby permitted, have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details, before any of the bedroom care units are occupied, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure that the development presents a satisfactory appearance, in the interests of the amenities of the area

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

4. No development, or works of site preparation or clearance, shall take place until details, including plans and cross sections of the existing and proposed ground levels of the development and the boundaries of the site and the height of the ground floor slab and damp proof course in relation thereto, have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure a satisfactory relationship between the new development and adjacent buildings, amenity areas and trees

5. All hard and soft landscape works shall be carried out in accordance with the approved details (plan ref. M9335 APL005 rev. C). The works shall be carried out before the use hereby permitted is commenced and prior to the completion of the development, or in accordance with the programme agreed with the Local Planning Authority. If, within a period of five years after planting, any tree or plant is removed, dies or becomes, in the opinion of the Local Planning Authority, seriously damaged, defective or diseased, another tree or plant of the same species and size as that originally approved shall be planted at the same place, within the next planting season, unless the Local Planning Authority gives its written consent to any variation.

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape, in accordance with the approved designs

- 6.i) Protective measures, including fencing and ground protection, in accordance with the submitted Arboricultural Implications Assessment and Method Statement, dated February 2019 and prepared by CBA Trees (ref. CBA10874 v1A), shall be installed prior to any demolition, construction or groundwork commencing on the site.
- ii) The Arboricultural Officer shall be informed once protective measures have been installed so that the construction exclusion zone can be inspected and deemed appropriate and in accordance with the approved Method Statement. Contact telephone - 01962 848210.
- iii) No arboricultural works shall be carried out to trees other than those specified and in accordance with the Arboricultural Implications Assessment and Method Statement ref. CBA10874 v1A. Any deviation from the works prescribed or methods agreed in accordance with the Method Statement shall be agreed in writing by the Local Planning Authority.
- iv) 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 constructions activity occurring on the sites and that all such measures to protect trees are inspected by the Local Planning Authority Arboricultural Officer prior to commencement of development work.



WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

- v) 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.

Reason: To ensure the protection and long term viability of retained trees and to minimise the impact of construction activity.

7. Detailed proposals for the disposal of foul and surface water, specifically a main foul capacity check and permission to connect from Southern Water and confirmation of the infiltration rates in the soil to inform the size of the soakaway, shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the development hereby permitted. The approved details shall be fully implemented prior to occupation.

Reason: To ensure satisfactory provision of foul and surface water drainage.

8. Prior to work commencing on the site, including demolition, a Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Construction Traffic Management Plan shall include the following details:
- Development contacts, roles and responsibilities
  - Public communication strategy, including a complaints procedure
  - Construction Method Statement, including demolition activities.
  - Code of Construction Practice for all works and operations on the site.
  - Measures to be undertaken to minimise impacts on surrounding land.
  - Timetable and dates for stages of the development, including land restoration at the completion of construction works.
  - Noise reduction measures, including use of acoustic screens and enclosures, the type of equipment to be used and their hours of operation.
  - Dust suppression, mitigation and avoidance measures.
  - Measures to be taken to prevent mud from vehicles leaving the site during construction works being deposited on the public highway.
  - Provisions to be made for the parking and turning of operative and construction vehicles during the period of development including times of movement so as to avoid peak period traffic, neighbour notification, use of pointsmen etc.
  - Measures for minimising construction waste and provision for the re-use and recycling of materials.
  - Floodlighting and security lighting. (note: this must be directed in such a way as not to cause nuisance to adjoining properties or adjacent highway).
  - Measure to be taken to prevent contaminants from entering watercourses or the water environment and to protect drainage infrastructure.
  - Use of fences and barriers to protect adjacent land, footpaths and highways.
- Pest control

The Construction Traffic Management Plan, Construction Method Statement, and Code of Construction Practice shall be adhered to throughout the duration of the construction period.

Reason: To ensure that all demolition and construction work in relation to the

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

application does not cause materially harmful effects on nearby land, properties and businesses.

9. Prior to any work commencing on site, details of a scheme for protecting the proposed dwelling from road traffic noise shall be submitted, and approved in writing by the Local Planning Authority. Such a scheme shall follow the recommendations of the ACCON UK Noise impact assessment report (Ref A3174/N/002) that formed part of the application.

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

10. The car park bays shall be constructed, surfaced and marked out in accordance with the approved plan before the development hereby permitted is brought into operation. That area shall not thereafter be used for any purpose other than the parking and turning of vehicles.

Reason: To ensure that adequate on-site parking and turning facilities are made available

11. The arrangement for refuse and recycling bin storage, cycle storage and the site external and internal boundary details shall be constructed in accordance with the approved plans before the development hereby permitted is brought into operation. The storage areas shall not thereafter be used for any purpose other than as specified

Reason: To ensure that adequate on-site cycle and bin storage for the development and to ensure that the development presents a satisfactory appearance in the interests of the amenities of the area.

12. The development shall be built in accordance with the rating and key performance indicators set out in the BREEAM new construction 2014 Assessment Report dated 22.02.2019 and submitted in support of the application.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

13. The development hereby permitted shall be carried out in accordance with the approved drawings and documents unless otherwise agreed in writing by the local planning authority.

- M9335 APL001 rev. A - Site location plan
- M9335 APL002 rev. A – Topographical / Tree survey
- M9335 APL004 rev. C - Proposed site plan
- M9335 APL005 rev. C - Proposed landscape plan
- M9335 APL006 rev. C – Proposed ground floor plan
- M9335 APL007 rev. C - Proposed first floor plan
- M9335 APL008 rev. C - Proposed second floor plan
- M9335 APL009 rev. C - Proposed third floor plan

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

- M9335 APL0010 rev. B - Proposed roof plan
- M9335 APL0011 rev. C - Proposed elevation AA (front)
- M9335 APL0012 rev. C - Proposed elevation BB (rear)
- M9335 APL0013 rev. B - Proposed elevation CC (east side)
- M9335 APL0014 rev. B - Proposed elevation DD (west side)
- Arboricultural Development Statement ref.CBA10874 v1A dated Feb. 2019

Reason: To ensure that the development is carried out in accordance with the approved details

**Informatives:**

1. This permission is granted for the following reason:  
The development is in accordance with the policies and proposals of the Development Plans 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 District Local Plan Review: DP3, DP4, DP5, H3, T1, T2, T3 and T4  
Winchester Local Plan Part 1 – Joint Core Strategy: DS1, WT1, CP2 CP3, CP6, CP9, CP10, CP11, CP13, CP14, CP16, CP17 and CP21  
Emerging Development Plan - Local Plan Part 2: Development Management and Site Allocations: WIN5
  2. 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.
  3. 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.
  4. The applicants attention is drawn to the fact that it is an offence to undertake works that affect the habitat of protected species without first undertaking appropriate surveys and providing a mitigation strategy and first obtaining and complying with the terms and conditions of any licences required, as described in Part IV B of Circular 06/2005. They should accordingly liaise with Natural England to ensure that the provisions of the following legislation are satisfied before any work is commenced on site pursuant to the permission hereby granted: Parts IV and Annexe A of Circular 06/2005 'Biodiversity and Geological Conservation'; Section 40(1) of the Natural Environment and Rural Communities Act 2006 and Regulation 3(4) of the Conservation (Natural Habitats & c ) Regulations 1994 and section 74 of the Countryside and Rights of Way Act 2000.
  5. A formal application to requisition water infrastructure is required in order to service this
- Case No: 18/02385/FUL**

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

development. Please contact Please contact Southern Water, Sparrowgrove House, Sparrowgrove, Otterbourne, Hampshire, SO21 2SW (Tel: 0330 303 0119 or [www.southernwater.co.uk](http://www.southernwater.co.uk)

The exact position of the public water main must be determined on site by the applicant before the layout of the proposed development is finalised. All existing infrastructure, including protective coatings and cathodic protection, should be protected during the course of construction works. No excavation mounding or tree planting should be carried out within 4 metres of the public water main without consent from Southern Water.

Should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its condition, the number of properties served, and potential means of access before any further works commence on site.

6. Under current legislation and guidance, SUDS rely upon facilities which are not adoptable by sewerage undertakers. Therefore, the applicant will need to ensure that arrangements exist for the long term maintenance of the SUDS facilities. It is critical that the effectiveness of these systems is maintained in perpetuity. Good management will avoid flooding from the proposed surface water system which may result in the inundation of the foul sewerage system. Thus, where a SUDS scheme is to be implemented, the drainage details submitted to the Local Planning Authority should specify the responsibilities of each party for the implementation of the SUDS scheme; specify a timetable for implementation, provide a management and maintenance plan for the lifetime of the development. This should include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime. Following initial investigations, there is currently inadequate capacity in the local network to provide a water supply to service the proposed development. Additional off-site mains, or improvements to existing mains, will be required to provide sufficient capacity to service the development. Section 41 of the Water Industry Act 1991 provides a legal mechanism through which the appropriate infrastructure can be requested (by the developer) and provided to supply a specific site.
7. Conditions discharge: 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 development without the benefit of planning permission and could result in Enforcement action being taken by the Council.

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