

Application No: 16/00457/FULL Full Application

Site: Coombe Grange Rest Home, Coombe Lane, Sway, Hampshire,
SO41 6BP

Proposal: Part demolition of Rest Home to form 2 no. detached dwellings and 2
no. semi-detached starter homes; garage block; access and parking

Applicant: Mr I Hayter

Case Officer: Clare Ings

Parish: SWAY

1. REASON FOR COMMITTEE CONSIDERATION

This is the first application received by the Authority to include a proposal for starter homes, which raises new policy issues.

2. DEVELOPMENT PLAN DESIGNATION

No specific designation

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

CP12 New Residential Development
CP15 Existing Employment Sites
DP1 General Development Principles
DP6 Design Principles

4. SUPPLEMENTARY PLANNING GUIDANCE

Sway Village Design Statement

5. NATIONAL PLANNING POLICY FRAMEWORK

Sec 6 - Delivering a wide choice of high quality homes
Sec 7 - Requiring good design
Sec 11 - Conserving and enhancing the natural environment

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Sway Parish Council: The Parish Council offered two options, but in either

case are happy to leave the decision to the Authority.
If the two semi-detached houses in the application are constructed as affordable housing:

1. Recommend PERMISSION, but would accept the decision reached by the National Park Authority's Officers under their delegated powers, subject to conditions:
 - Conditions restricting resale.
 - Full tree protection.
 - A requirement for demolition to be complete before building commences.
 - Removal of further development rights.
 - A restriction on commercial use.
 - Surface water drainage plans
 - A condition limiting the sale price.

If the two semi-detached houses are not constructed as affordable housing:

2. Recommend REFUSAL, but would accept the decision reached by the National Park Authority's Officers under their delegated powers:

In the absence of any affordable housing the proposal fails to comply with the requirements of policy CP12 .

8. CONSULTTEES

- 8.1 Building Design & Conservation Area Officer: No objection.
- 8.2 Ecologist: No objection, subject to securing details via condition to deliver mitigation and enhancement.
- 8.3 Tree Officer: No objection, subject to conditions.

9. REPRESENTATIONS

- 9.1 Two representations received in support of the application.
- 9.2
 - Three representations received objecting to the inclusion of the two starter homes (the conversion to two dwellings would be acceptable provided that they would be solely for residential use):
 - creeping suburbanisation setting a precedent for more development at the site
 - unlikely to remain as starter homes given the land associated with them
 - inappropriate and non-sustainable location

- 9.3 One letter of objection:
- House A would be contrary to policy DP11 as it would exceed the size of the original dwelling by more than 30%
 - House B would then be contrary to policy CP12 as it would be seen as an additional dwelling
 - concern that the two larger houses would lead to a combination residential/business use
 - starter homes would not fulfil any of the criteria for "affordable housing"
 - starter homes would be non-sustainable; they would also not be "starter homes" in perpetuity
 - concern that, given the land allocations, the scheme would lead to more development
- 9.4 New Forest Association objects to the two additional "starter homes" (no objection to the portion of the rest home to form two dwellings). Comment:
- new type of housing which does not yet appear to have any legal constraints as to ownership, and therefore would need to be made "affordable"

10. RELEVANT HISTORY

- 10.1 Purpose built detached building for additional care home accommodation (11/96563) refused on 21 September 2011

11. ASSESSMENT

- 11.1 Coombe Grange Care Home lies about 1km to the south-east of the defined village of Sway off Coombe Lane, but with its southern boundary along Pauls Lane. The large plot comprises a single, large two and three storey building of brick under a tiled roof, which has been extended in the past and which was until recently a care home, as well as a large breeze block shed. There is a circular driveway within the site with parking adjacent to the former home. The site is fairly level and contains a number of trees, the subject of a Tree Preservation Order, including along its boundaries, and other areas of garden, either manicured or left fairly rough to the rear. Within the vicinity of the site is sporadic residential development, but which is more concentrated along Pauls Lane as linear development. Adjoining the site, to the north, is a dwelling with attached livery use to the rear.
- 11.2 The proposal is for the demolition of a central portion of the former care home, and the conversion of the two remaining "wings" to form two dwellings, both of which would have 4+ bedrooms. Each of these two dwellings would then have a new three-bay car port. House B would also have the benefit of two paddocks and the existing stable block, which would also be reduced in scale. In addition to the conversion of the former care home, a pair of semi-detached "starter" homes are proposed. These would be

two storey, some 90m² each in size, set back from and sited at right-angles to House B. A parking area would be provided. Access to all dwellings would make use of the existing vehicular access and drives within the grounds.

- 11.3 The key issues to be addressed are the implications for policy, the design and appearance of any additional built form, the impact of the proposal on the wider landscape of the National Park, the trees on the site and adjoining properties.

Conversion of Care Home

- 11.4 The history of the care home is that it has been run as such since 1985 when the previous use (of a smaller building) was as a language school. Prior to that it was a dwelling. It has also been subject to a number of extensions, and the final number of rooms when used as a care home was 32, some of which were double rooms (not now encouraged within the industry). An additional block was proposed in 2011 which would have brought the total number of rooms to 55; however, this application was refused. At the time 55 bedrooms was thought to be a minimum number to allow such businesses to continue, but more recently the minimum number of bedrooms for businesses to be maintained has been cited at around 70. The care home was therefore not considered to be able to compete in the current economic climate without significant development.
- 11.5 Other options for change of use at the site to hotels or flats, or even educational establishments, would have intensified activity, particularly traffic, at the site in a location which lies outside the main village, and which would not be particularly appropriate or sustainable. Although there is no specific policy which readily permits the change of use of the former care home to residential, given the potential harm that could ensue from alternative re-uses of the building, the change of use to two residential dwellings, with a reduction in the overall size of the footprint, is considered to offer an acceptable solution for the building which sits quite comfortably within its surroundings. The key benefit to permitting two dwellings in this location would therefore be the reduction in activity associated with that use, compared with the care home.
- 11.6 A central portion of the existing building (approximately 240m²) would be demolished to create the two dwellings; thus the two end elevations would have to be made good making use of matching materials. Each dwelling would have a three-bay garage, but given the scale of the overall site and the tree cover, and the appropriate incidental scale and form of the garaging being proposed, these could be readily absorbed without any significant visual impact on the immediate surroundings or the wider National Park. No new access would be created from Coombe Lane, and the development would rely on existing driveways within the site. It is therefore considered that the

conversion would be acceptable and would accord with policies DP1 and DP6 of the Core Strategy.

Starter homes

- 11.7 During pre-application discussions, the inclusion of starter homes was raised as a means of meeting the requirement to provide affordable housing in association with the two new dwellings, and therefore could be seen as appropriate in this context (as opposed to a further additional open market dwelling). The concept of starter homes has been introduced by the government through the Housing and Planning Act 2016 (enacted earlier this year) as new dwellings to be available for purchase by qualifying first-time buyers only, and to be sold at a discount of at least 20% of market value (capped at £250,000 for 5 years), with the occupation and restrictions on sale controlled through a S106 Agreement.
- 11.8 There was a concern that the erection of starter homes could be seen as premature given that the government has not yet published final details of how they intend the scheme to be administered, but legal advice sought in association with schemes from another authority identified that the government's starter home initiative is current policy and therefore should be afforded due weight, especially with the enactment of the Bill. "Starter homes" falling into this definition have already been granted consent by Poole Borough and New Forest District Councils. It is therefore considered that the introduction of the starter homes on this site would be acceptable in this context.
- 11.9 The pair of semi-detached starter homes would each have a floorspace of around 90m²; they would be constructed of brick and tile with access again coming off the existing vehicular access from Coombe Lane. They would be modest in appearance, not too dissimilar in scale to the row of residential development in Pauls Lane to the south. In the wider landscape they would have limited visual impact, the boundary hedgerow and other trees within the site providing a suitable element of screening. Given their location, there would be very limited impact on the amenities of any adjoining dwellings in terms of overlooking, or even noise and disturbance.
- 11.10 The site is subject to a Tree Preservation Order and the proposal would not require any extensive tree removal, those that would be removed would not have detrimental impact on the character of the area. Tree protective fencing and no dig solutions/cellular confinement systems are proposed where the gravel drive encroaches into root protection area. New tree planting is also suggested. Subject to a condition requiring further details including service routes, there is no objection from the Tree Officers. Additional tree planting and appropriate materials for surfacing would also be required in any landscape scheme.

- 11.11 An Ecological Appraisal and Bat Survey were carried out which did not indicated any high levels of populations of protected species, but did suggest that there was considerable potential for enhancement. There is no objection from the Authority's Ecologist subject to a condition ensuring that the mitigation and enhancement is carried out. However, the site also lies within 5.6km of the Solent and Southampton Water SPA, and as the development is for residential use for four dwellings (the care home fell within a C2 Use Class, and its conversion is to C3), a financial contribution of £704 (£176 per dwelling) towards mitigation against potential harm would therefore be sought, to be secured through a S106 Agreement.

Conclusion

- 11.12 The conversion and partial demolition of the former care home to form two dwellings is considered acceptable in this location as it would provide a use for the building which would not intensify activity at the site. The erection of the two starter home is also considered acceptable, as it would address the government's recent initiative in creating a form of "affordable" residential development which would be secured through a S106 Agreement. In all other aspects such as appearance, impact on the character of the area, impact on adjoining amenities, trees and ecology, the development would be appropriate, and permission is therefore recommended subject to the applicant first entering into a S106 Agreement to ensure that the semi-detached pair would be provided and retained as starter homes, and also to secure a financial contribution towards SPA mitigation.

12. RECOMMENDATION

Subject to the prior completion of a section 106 agreement to:

1. Ensure the provision and retention of the semi-detached pair as starter homes;
2. Secure the receipt of the Ecological Mitigation Payment contribution (£704) prior to commencement of works on the dwelling,

the Executive Director of Strategy & Planning be authorised to grant planning permission subject to the following conditions:

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 No development shall take place until samples or exact details of

the facing and roofing materials for the two semi-detached dwellings and additional garaging have been submitted to and approved in writing by the New Forest National Park Authority.

Development shall only be carried out in accordance with the details approved.

Reason: To ensure an acceptable appearance of the building in accordance with Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 3 The external facing materials to be used in the east elevation of House A and the west elevation of House B shall match those used on the existing building, unless otherwise agreed in writing by the New Forest National Park Authority.

Reason: To ensure an acceptable appearance of the building in accordance with Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 4 Development shall only be carried out in accordance with Drwg Nos: 5436/PL/001, 5436/PL/002, 5436/PL/003, 5436/PL/004, 5436/PL/005, 5436-PL-006, 5436-PL-007 and 2408-2016-TPP.

No alterations to the approved development shall be made unless otherwise agreed in writing by the New Forest National Park Authority.

Reason: To ensure an acceptable appearance of the building in accordance with policies CP7, CP8, DP6 and DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) December 2010.

- 5 No development shall take place until a scheme of landscaping of the site shall be submitted to and approved in writing by the New Forest National Park Authority. This scheme shall include :

- (a) the existing trees and shrubs which have been agreed to be retained;
- (b) a specification for new planting (species, size, spacing and location);
- (c) areas for hard surfacing and the materials to be used;
- (d) means of enclosure, including the boundary treatment between House B and the semi-detached pair;
- (e) a method and programme for its implementation and the means to provide for its future maintenance.

No development shall take place unless these details have been approved and then only in accordance with those details.

Reason: To ensure that the development takes place in an appropriate way and to comply with Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 6 All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner.

Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size or species, unless the National Park Authority gives written consent to any variation.

Reason: To ensure the appearance and setting of the development is satisfactory and to comply with Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 7 Prior to the commencement of development (including site and scrub clearance), measures for ecological mitigation and enhancement (including timescales for implementing these measures) shall be submitted to and approved in writing by the National Park Authority. The measures thereby approved shall be implemented and retained at the site in perpetuity. The measures shall be based on the recommendations set out in the ecological report (Ecological Appraisal and Bat Survey (Lindsay Carrington Ecological Services) dated July 2016) approved as part of this planning application.

Reason: To safeguard protected species in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 8 No development, demolition or site clearance shall take place until the following information has been provided:

Location of service routes, including the position of soakaways;
The full Arboricultural Method Statement from the Head of Terms provided;
Specifications for ground protection;
Specifications of no dig construction in areas highlighted within the Tree Protection Plan;
Location of site compound and mixing areas.

This information is to be submitted to and approved in writing by the Local Planning Authority. Development shall only take place in accordance with these approved details.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area, in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 9 The trees/hedges on the site which are shown to be retained on the approved plans shall be protected during all site clearance, demolition and building works in accordance with the measures set out in the submitted Tree Survey Report (ref 2408-2016-TPP/JC/CON/5/A6) and Tree Protection Plan (ref 2408-2016-TPP) and within the recommendations as set out in BS5837:2012.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area, in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 10 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any re-enactment of that Order) no extension (or alterations) otherwise approved by Classes A, B or C of Part 1 of Schedule 2 to the Order, garage or other outbuilding otherwise approved by Class E of Part 1 of Schedule 2 to the Order, or means of enclosure otherwise approved by Class A of Part 2 of Schedule 2 to the Order shall be erected or carried out without express planning permission first having been granted.

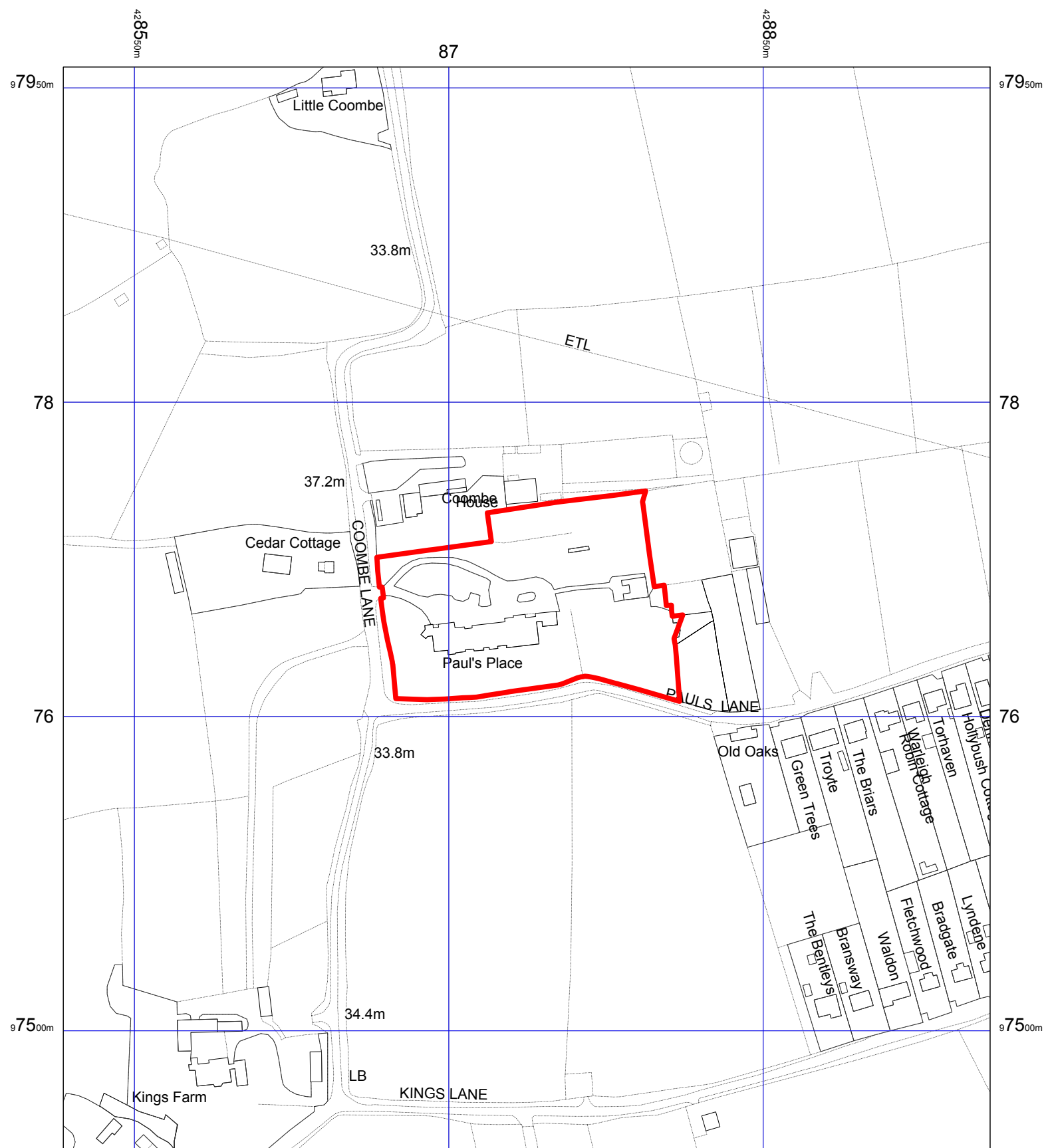
Reason: In view of the physical characteristics of the plot, the New Forest National Park Authority would wish to ensure that any future development proposals do not adversely affect the visual amenities of the area and the amenities of neighbouring properties, contrary to Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 11 House A shall be retained as a single residential unit only, and at no time shall the annexe be severed to form a separate unit of accommodation.

Reason: To protect the character and appearance of the countryside in accordance with Policies CP12 and DP10 of the adopted New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 12 The outbuildings the subject of this permission shall only be used for purposes incidental to the dwelling on the site and shall not be used for habitable accommodation such as kitchens, living rooms and bedrooms.

Reason: To protect the character and appearance of the countryside in accordance with Policies DP11 and DP12 of the adopted New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).



NEW FOREST
NATIONAL PARK

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