

**Application No: 17/00939/FULL Full Application**

**Site:** Tatchbury Manor, Tatchbury Lane, Winsor, Southampton, SO40 2HA

**Proposal:** Conversion of former care home to 8 No. apartments and 2 No. dwellings; associated works; car parking; refuse and cycle stores

**Applicant:** Mr Harrison

**Case Officer:** Clare Ings

**Parish:** NETLEY MARSH

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**1. REASON FOR COMMITTEE CONSIDERATION**

For applications which are contrary to plan policy but are recommended for approval.

**2. DEVELOPMENT PLAN DESIGNATION**

Conservation Area

**3. PRINCIPAL DEVELOPMENT PLAN POLICIES**

CP8 Local Distinctiveness  
CP11 Affordable Housing  
CP12 New Residential Development  
CP14 Business and Employment Development  
CP15 Existing Employment Sites  
CP19 Access  
DP1 General Development Principles  
DP6 Design Principles

**4. SUPPLEMENTARY PLANNING GUIDANCE**

Not applicable

**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  
Sec 12 - Conserving and enhancing the historic environment

**6. MEMBER COMMENTS**

None received

## **7. PARISH COUNCIL COMMENTS**

Netley Marsh Parish Council: Recommend permission for the following reason:

- Old and attractive property was falling into disrepair. Proposals will provide a sustainable future and enable the property to be retained.

## **8. CONSULTEEES**

- 8.1 Tree Officer: No objection subject to conditions.
- 8.2 Building Design & Conservation Area Officer: No objection subject to conditions
- 8.3 Landscape Officer: No objection subject to conditions
- 8.4 Archaeologist: No comments received
- 8.5 Ecologist: No objection subject to conditions re mitigation and enhancement
- 8.6 Highway Authority (HCC): No objection subject to conditions
- 8.7 Housing Development NFDC: No comments received
- 8.8 Planning Policy Officer: Comment that policies support a range of potential re-uses for the building, including employment; unrestricted residential use could be considered if it is concluded that it represents the optimal viable use of a heritage asset; residential should consider affordable units

## **9. REPRESENTATIONS**

- 9.1 None received.

## **10. RELEVANT HISTORY**

- 10.1 Change of use of dwelling from residential to use as a rest and retirement home (81/20358) - granted permission on 28 October 1981
- 10.2 2 storey addition forming bedrooms/laundry/reception and lift (87/35283) - granted permission on 9 September 1987

## **11. ASSESSMENT**

- 11.1 Tatchbury Manor is an unlisted building situated within the Forest North East Conservation Area. The building has been highlighted within the character appraisal as being of local historic vernacular interest (a non-designated heritage asset) and is described as follows within the document:

*Tatchbury Manor represents a larger higher status dwelling within the area and is a small country house in large landscaped gardens. Tatchbury Manor dates from the early 19th century and may be located on the site of the medieval manor of Tatchbury. The present building is an eclectic mixture of architectural styles, with Dutch gables, crenellations and Tudor hood mouldings to windows all in evidence. It is a substantial stuccoed building running parallel with the road, but set back within substantial grounds behind a mature hedgerow. It is the only survivor of a small group of important country houses in this particular area, which originally included Tatchbury Mount and Loperwood Manor, the latter site being to the northeast of the area.*

The existing building internally is in a poor state of repair, but has recently been re-roofed to prevent further degradation due to water ingress.

- 11.2 To the rear of the building is a large tarmacked car park. Its previous use as a residential care home (38 bedrooms) ceased some years ago due to the failure to meet modern day care standards and the building has remained vacant ever since. Immediately adjoining the northern boundary is a dwelling, with other residential development more sporadically located in the area.
- 11.3 The proposal is to convert the building into ten residential units comprising eight apartments of one and two bedrooms and two dwellings each with two bedrooms. Twenty parking spaces would be provided and the grounds would be landscaped as a communal garden area. Two new buildings would be erected to provide a refuse store and cycle/garden shed.
- 11.4 The key considerations would be:
- The principle of the conversion to residential use;
  - The works required and their impact on the non-designated heritage asset and the character and appearance of the conservation area;
  - The impact on trees and landscape;
  - The impact on ecology (protected species); and
  - Any impact on the amenities of the adjoining occupier.

Pre-application advice was sought over a year ago, and the advice identified that none of the policies of the Core Strategy would support the re-use of the building for residential use in the first instance, requiring consideration to be given to alternative uses and evidence to demonstrate that such other uses would not be appropriate in this instance. The loss of the previous employment use would also need to be addressed. The building was not worthy of listing but as it is a non-designated heritage asset, consideration has to be given to securing a use which would preserve the building and enhance its immediate setting

(para 55 of the National Planning Policy Framework (NPPF)) including residential. As part of any assessment, consideration should also be given to a less intensive use (that scheme was also for eight apartments and two houses).

#### Principle of Conversion

- 11.5 The site is located within the open countryside and the proposals for ten open market dwellings do not meet the requirements of Policy CP11 (Affordable Housing); CP12 (New Residential Development); or Policy DP19 (Re-use of Buildings outside the Defined Villages) in the adopted Core Strategy (2010). Paragraph 55 of the NPPF gives examples of the "special circumstances" that may justify isolated homes in the countryside. It states that isolated new homes should be avoided unless there are special circumstances such as:

*"Where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or*

*Where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting."*

- 11.6 As part of the application, a Viability Assessment was submitted which looked at the retention of a care home-type use, as well as other employment uses such as offices. This concluded, in respect of a care home, that the existing accommodation would be well below current market expectations, and that an appropriate route to maintain the use would either be to completely demolish and rebuild for such a use, but significantly larger, the current floorspace being too small. The conclusion relating to potential office use was that where offices are required, this demand tends to be for more modest buildings, but that there was also sufficient space elsewhere in the Authority area to cater for demand. Other uses, such as schools or hotels were not specifically considered, but evidence from other applications submitted in the Authority appears to indicate that there is little support for development such as new hotels, and a use for a school would be quite specialised, and independent schools are well catered for within the Authority. It would appear therefore that alternative uses are unlikely to come forward, and that a residential use would be acceptable in this case.

- 11.7 The number of units proposed is ten, comprising two dwellings and eight flats. Both at pre-application stage and during the process of the application it was suggested that the number of units should be reduced as it could be seen to be an over-intensification of the site. However, as the previous use of the building was a residential care home for thirty eight bedrooms, which would have attracted considerable activity, it is considered that the ten residential units (seven of which would fall below

100m<sup>2</sup> in terms of floorspace and would provide small dwellings) could be accommodated successfully without any significant additional impact on the surrounding area.

11.8 The NPPF also states that (paragraphs 131 and 132):

*"In determining planning applications, local planning authorities would take account of:*

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- The desirability of new development making a positive contribution to local character and distinctiveness.*

*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation..."*

11.9 Given the importance of the heritage asset, and its current lack of use, considerable weight should therefore be given to finding an appropriate use to help its preservation. In addition it is recognised that considerable work would be required to enable any form of re-use of the building - the interior has been partially stripped out (leaving some original walls) and the more recent extension requires total renovation. The proposal for residential is therefore seen as the optimal viable use of the non-designated asset, and given the amount of work to be undertaken, would not attract any contributions.

#### Impact on Heritage Asset

11.10 The works required to preserve the building propose reinstating blank windows and doors, removing later fire escapes and later openings, and broadly restoring the external envelope of the building. All these would make a positive contribution to the overall appearance of the building, and would enhance its immediate setting together with the character and appearance of the conservation area, and therefore would be welcome. In addition, the proposals to reinstate timber sash and case windows is also encouraged. The Authority's Building Design and Conservation Officer has not objected to the proposals. To ensure that the work would be carried out in an appropriate manner, a condition would be recommended requiring a detailed method statement of the proposed treatment of exterior walls, materials and methods of repairs and restoration. It is therefore considered that the proposal would comply with Policies CP7 and DP6.

### Impact on Trees and Landscape

- 11.11 As the proposal would relate to an existing building, with no extensions proposed (other than two small buildings for cycles and refuse on the existing car park) its impact within the landscape and on trees would remain unaltered. Of more concern would be the proposed landscaping of the site, and the plans submitted indicate that little significant change is proposed. The building would retain its overall appearance of a distinctive small country house within a rural setting, and within its own grounds. Concerns have been raised by the Landscape Officer over some of the details of the submitted landscape scheme, especially that there should not be any subdivision of the site. An acceptable landscaping scheme has now been submitted, although further details of any proposed lighting (to be kept to a minimum) are still required. The changes to the access are minimal, and no gates or signage is proposed.

### Impact on Ecology

- 11.12 No objections have been raised by the Ecology Officer other than ensuring that appropriate enhancement and mitigation can be secured through condition - especially the inclusion of bat tubes, or other structures, and the need to provide biodiversity enhancements for swifts. The site, however, does lie within 5.6km of the Solent SPA, and it would therefore be necessary to seek a contribution towards potential impacts on this SPA (£181 per residential unit) under the Habitats Regulations. The developer has indicated a willingness to make this contribution which again can be secured through condition.

### Other Issues

- 11.13 Tatchbury Manor is adjoined by a single dwelling (to the north), and it is not considered that the proposals would adversely harm their private amenities, through any increased activity.
- 11.14 No objection to the proposal has been received from the Highway Authority; sufficient parking is being proposed (2 spaces per unit), but as no specific visitor parking is proposed, it is necessary that the spaces should remain unallocated, and this is required by condition. No changes are proposed to the entrance, but it would be necessary to ensure that appropriate visibility splays are maintained and this would also be conditioned.

### Conclusion

- 11.15 The proposed conversion of the former nursing home, which has been identified as a non-designated heritage asset and therefore worthy of preservation and re-use, to residential use is considered to be the optimal use of the building (in the absence of other viable options) and therefore would be acceptable in this instance.

The works proposed are considered necessary and acceptable, and would enhance both the building itself and the character and appearance of the conservation area. As the whole building is being re-used without any requirement for extensions, no additional impacts on the wider landscape or ecology would result. Permission is therefore recommended.

## **12. RECOMMENDATION**

Grant Subject to Conditions

### **Condition(s)**

- 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 Development shall only be carried out in accordance with drawing nos: LLD1161-LAN-FIG-001 Rev 02, 17-971-008-C, LLD1161-ECO-FIG-001 Rev 01, 17-971-012-C, 17-971-010-C, 17-971-015-B, 17-971-016-B, LLD1161-ARB-DWG-002 Rev 00, LLD1161-ARB-DWG-001 Rev 02.

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.

- 3 Prior to the commencement of development, including any site clearance, a detailed method statement of the proposed treatment of exterior walls, materials and method of repair and restoration should be submitted to and approved in writing by the National Park Authority.

Reason: To protect the character and architectural interest of the building in accordance with Policies DP1, DP6 and CP7 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 4 No windows/doors shall be installed until the following details have been submitted to, and approved in writing by the New Forest National Park Authority.

a) Typical joinery details including window/doors, eaves, verge, bargeboards.

Development shall only take place in accordance with those details which have been approved.

Reason: To protect the character and architectural interest of the building in accordance with Policies DP1, DP6 and CP7 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 5 No development shall take place until a written scheme of historic building investigation (WSI) to include:

A The programme and methodology of historic building investigation and recording and the nomination of a competent persons(s) or organisation to undertake the agreed works; and

B The method of dissemination and deposition of resulting material (this part of the condition shall not be formally approved until these element have been fulfilled in accordance with the programme set out in the WSI has been submitted to and approved by the National Park Authority in writing covering the points in the informative.

Reason: The building is a non-designated heritage asset where the recording of features of historic and architectural interest should be carried out prior to the development taking place in accordance with Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 6 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) a specification for new planting (species, size, spacing and location);

(b) 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 safeguard trees and natural features and 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).

- 7 No external lighting shall be installed on the site unless details of such proposals have been submitted to and approved in writing by the New Forest National Park Authority.



Reason: To protect the amenities of the area in accordance with Policies DP1 and CP6 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 8 Prior to the commencement of development ecological mitigation for the Solent Special Protection Areas, Special Areas of Conservation and/or Ramsar sites shall be submitted to and approved in writing by the New Forest National Park Authority. The ecological mitigation may take the form of a planning obligation which secures financial contributions in accordance with the Authority's adopted Development Standards (SPD) and the Solent (SRMP) Explanatory Note.

Reason: To safeguard sites of international ecological importance in accordance with Policies CP1 and CP2 of the adopted New Forest National Park Core Strategy and Development Management Policies DPD, Development Standards SPD and the SRMP.

- 9 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 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).

- 10 The development hereby permitted shall not be occupied until the arrangements for the 20 unallocated car parking spaces (as indicated on drawing no. LLD1161-LAN-FIG-001 Rev 02) shall be provided within the curtilage of the site and subsequently maintained and kept available solely for that purpose at all times.

Reason: To ensure adequate parking provision is made in the interest of highway safety and to comply with Policies DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010) and Section 4 of the National Planning Policy Framework.

- 11 Visibility splays in accordance with the relevant standards shall be provided at the junction of the proposed access with the public highway before development commences and this visibility splay shall thereafter be kept free of any obstacles over 600mm in height at all times.

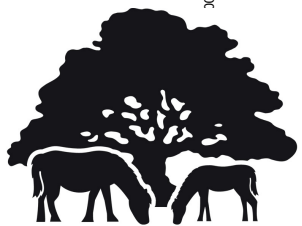
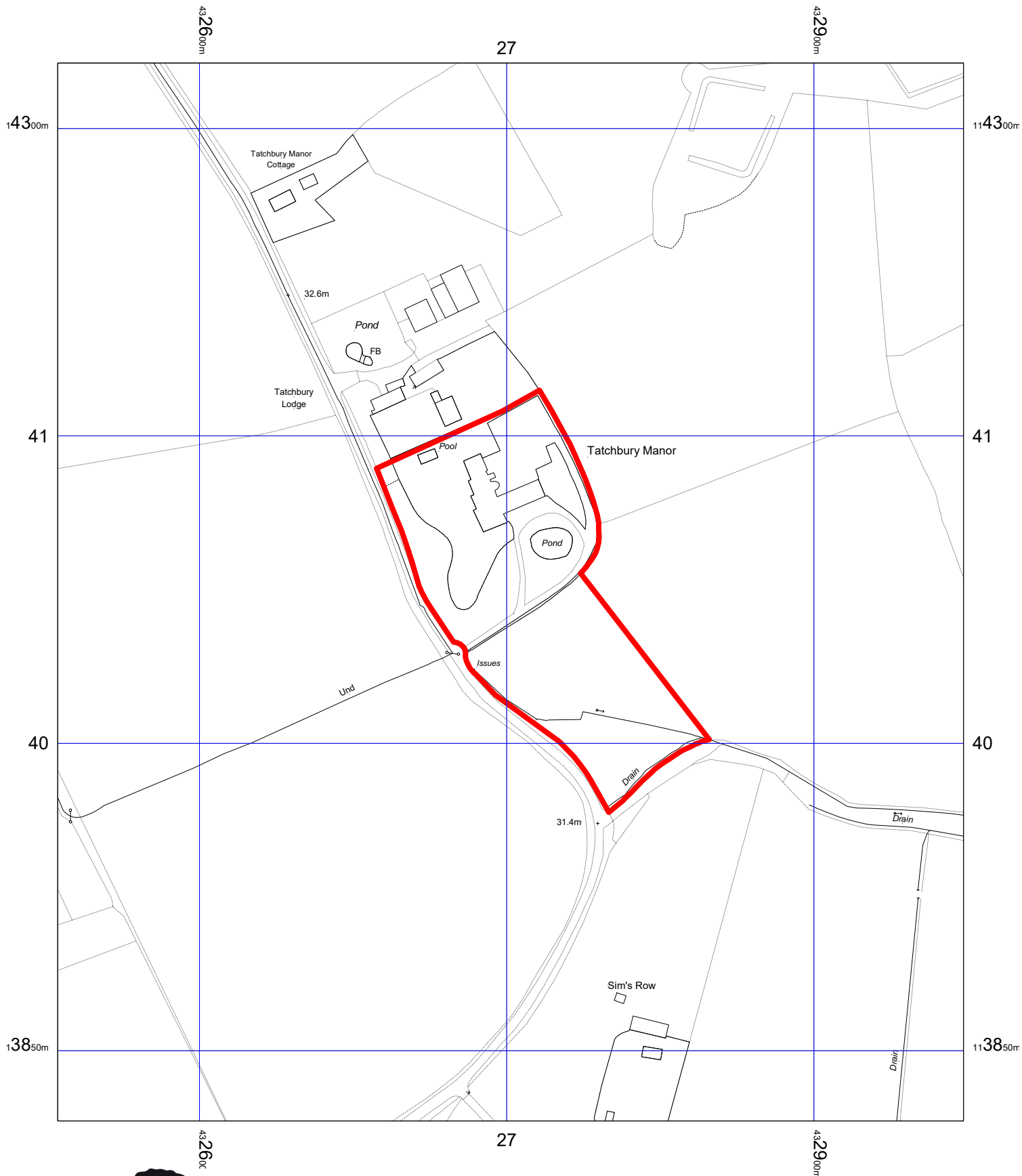
Reason: In the interest of highway safety and to comply with Policies CP19 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010) and Section 4 of the National Planning Policy Framework.

- 12 No demolition or development shall take place within the area indicated until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme investigation which has been submitted by the applicant and first approved in writing by the New Forest National Park Authority.

Reason: The development is located in an area of archaeological significance where the recording of archaeological remains should be carried out prior to the development taking place in accordance with Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

**Informative(s):**

- 1 In connection with condition 5 relating to historic building recording, as a minimum the written scheme of investigation will need to be prepared and implemented by a suitable professionally accredited heritage practice. The work needs to consist of a full photographic record with two sets of photographs being provided (digital coloured photographs on high grade photographic paper are acceptable) and suitably mounted and provided in archival binders. The photographs should be numbered and a plan provided showing the location from which the images have been taken. The digital images should be provided on a CD along with the plan and a brief note of the circumstances of the work to be provided. Photographs need to contain a photographic scale and indication of the north point on the site. The photographic image should be submitted to the New Forest National Park Archaeologist for onward transmission to the Hampshire County Record Office and the Christopher Tower Library at the New Forest Centre. The digital record should be made available to the Archaeological Data Service.



NEW FOREST  
NATIONAL PARK

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