

**Application No:** 22/00548 Outline Planning Permission

**Site:** Ashurst Hospital, Lyndhurst Road, Ashurst SO40 7AR

**Proposal:** Hybrid application comprising: Outline planning application (all matters reserved except for access) for up to 70 bed care home; associated car parking and landscaping; additional healthcare car parking; Full planning application for two storey extension to the Snowden Centre building; associated car parking and landscaping (ADDITIONAL PLAN & INFORMATION)

**Applicant:** NHS Property Services Ltd

**Case Officer:** Natalie Walter

**Parish:** Ashurst and Colbury Parish Council

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**1. REASON FOR COMMITTEE CONSIDERATION**

Contrary to Parish Council view.

Site allocation.

**2. POLICIES**

**Development Plan Designations**

Site Allocation

Tree Preservation Order

**Principal Development Plan Policies**

SP23 Land at Ashurst Hospital

SP4 Spatial strategy

SP5 Nature conservation sites of international importance

SP6 The natural environment

SP7 Landscape character

SP15 Tranquillity

SP16 The historic and built environment

SP17 Local distinctiveness

SP19 New residential development in the National Park

SP20 Specialist housing for older people (Use Class C2)

SP39 Local community facilities

DP2 General development principles

DP8 Safeguarding and improving water resources

DP18 Design principles

## **NPPF**

Sec 5 - Delivering a sufficient supply of homes

Sec 12 - Achieving well-designed places

Sec 15 - Conserving and enhancing the natural environment

Sec 16 - Conserving and enhancing the historic environment

## **Supplementary Planning Documents**

Ashurst and Colbury Village Design Statement

Design Guide SPD

### **3. MEMBER COMMENTS**

None received

### **4. PARISH COUNCIL COMMENTS**

Ashurst and Colbury Parish Council: Recommend refusal.

#### **Initial consultation:**

Our issues are principally concerned with traffic and parking for both elements of the application, and the impact of such a large (as in number of beds) Care Home upon tranquility and the environment.

We believe it does not comply with SP23, SP15, SP17 and DP2:

#### **SP23: Land at Ashurst Hospital**

This allows for “around 30 residential units” (Class C2). The applicant states that the NPA assesses 30 units as equating to 54 residents, based on 1.8 resident per unit. We have requested the basis for this assumption, and for confirmation that this is based on data from other C2 accommodation only; there is a far greater proportion of single residents in extra care housing than in other types of housing. Even if this assumption is valid, 54 is far lower than the proposed 70.

Although the proposed Care Home is sited on the footprint of currently developed land, the impact of allowing a build which so exceeds the number of residents allowed under SP23 is not confined to the built environment - it is the impact of traffic, CO2 emissions, waste management, noise etc. of so many residents, visitors, staff and associated healthcare workers.

It is acknowledged by the applicant that “up to” 70 Care Home beds is required to deliver the funding for the healthcare improvements, and this is given as justification for failing to comply with SP23. We believe that

this would set a very dangerous precedent; if the NPA agrees that it is acceptable to fail to comply with Planning Policy in order to make a project financially viable, then this should apply to all applicants, so as to avoid discrimination.

### **SP15: Tranquility and DP2: General Development Principles**

There will be a significant increase in traffic along the service road access to and from the A35; this is narrow and one way over part of the service road. Traffic exiting the site will cause a gridlock at busy times, due to the right-angled bend in the service road just before the junction with the A35, which is where the one way section meets the two way part of the service road. There is already some difficulty in joining the A35 due to the pressure of traffic; this will be significantly worse during the summer as the A35 is one of the main routes into Lyndhurst and the open Forest.

The Transport assessment for the Hospital extension doesn't appear to account for the increase in footfall due to the new services to be provided by the Wellbeing Centre - outpatients, support groups etc. some of which are not currently provided on the Ashurst Hospital site. The calculation appears to be based on traffic increasing by the same percentage as the increased floor area, being based on the Birthing Centre data. This data cannot be assumed to be representative of the proposed Wellbeing Centre activity.

The Travel Plan claims that the parking allocation meets the Local Plan requirements, based upon 14 staff for the Care Home at any one time. We have sought confirmation that this figure includes the domestic, maintenance, administrative and Reception staff for the Care Home, as it should; this information is still awaited. This number would deliver a carer/resident ratio that the CQC would deem unsafe and unacceptable.

There is likely to be overspill parking onto the service road; this will impact residents who currently park there to access the shops and other local services.

There will be an increase in light and noise as the Care Home will be lighted and in use over 24 hours; the current building is not.

### **SP17: Local distinctiveness**

There will be a suburbanising effect of building a 70-bed care home on this site, with the associated staff and visitor movements.

### **SP20: Specialists housing for older people (use Class C2)**

This policy states that "the occupancy of new specialist housing for older people is confined in perpetuity to a local person ... This is defined as

someone who has a minimum period of a total of 5 years permanent residence within parishes in the National Park.”

However, SP23 states that “occupancy be limited to those with a local connection” - as there is no definition of what constitutes a local connection, we are concerned that this Care Home will be used for residents with only the vaguest connection to the New Forest and will not comply with SP20.

We are disappointed that there has been no genuine consultation with the Parish Council, as the representative of the local residents. Although the DAS says that the applicant “recently attended a ...Parish Council Liaison meeting”, this was held in March 2021, and was described as a “virtual briefing session” in their invitation email.

### **Consultation on additional plan and information:**

Recommend refusal. Comment:

Still have significant concern about the provision of car parking and road safety.

The amended application repeatedly refers to the “extended birthing centre”. The Planning Consultants comment that “The proposed 57 spaces are slightly below the local parking standards. However, there are no local parking standards that specifically relate to a birthing centre and the Health Centre standard is therefore the most applicable... It is suggested that Health Centres would generate more patients and parking demand as the consultation rooms would turnover at a faster rate, compared to a birthing centre.”

However, the application states that the building will be used for Paediatric Audiology, CAMHS (children and adolescent mental health service), outpatient clinics, a Community Nurse hub and a Community cafe, in addition to the birthing centre provision. This will obviously generate far more footfall than a birthing centre alone.

The proposed 70 bed Care Home is deemed to need 14 staff. Care homes need kitchen, cleaning, maintenance and managerial staff in addition to carers. Alder King states “This is a standard level of staff for a care home of the size of the application proposal” - we would urge you to ask for the evidence upon which this figure is based, rather than an assertion by “the NHS” (who do not run Care Homes).

The Travel Plan (which refers to Ashford Hospital) mentions a footpath to the railway station - this section of road does not have a footpath or pavement, so people would have to walk on the road.

## 5. **CONSULTEES**

Archaeologist: No objection subject to condition. Supports the securing of a survey of the former workhouse prior to its demolition.

Building Design and Conservation: Comment: Overall the principle of redevelopment to the site is accepted, and a reasoned justification has been set out in the Heritage Impact Statement for the loss of the former workhouse buildings. The chapel is to be retained, but its proposed use is not identified as part of the full application. The proposed extension to the Snowden Annexe is a simple modern approach to a challenging building. The use of locally sourced timber and sustainable building materials is welcomed, and the design offers some flexibility over the future use of internal spaces though its modular layout. Details of the proposed care home are limited, but the Arts and Crafts architectural style would be supported.

Ecologist: Initial concerns in relation to ecological information submitted, nutrient considerations and management of buffer zone. In relation to further information submitted considers that there appears commitment and potential to allow the Authority to conclude policy accordance can be demonstrated through conditions/ reserved matters.

Forestry England: No response received.

HCC Countryside Services: No comments specific to the application.

HCC Highways: No objection subject to condition to secure a Construction Method Statement (CMS) and securing of a full travel plan by S106 agreement.

Landscape Officer: Support subject to conditions.

Local Lead Flood Authority: No objection subject to condition.

Natural England: No objection subject to appropriate mitigation being secured.

NFDC Environmental Protection: No objection subject to conditions.

Planning policy: Comment: The principle of redeveloping the site has been established through the Local Plan-making process and this application reflects the broad principles of the site-allocation policy. There is some conflict with the requirements of criterion (b) of Policy SP23.

Southern Water: No objection subject to condition in relation to phasing to align with the delivery of network reinforcement to be provided by Southern Water.

Sustainable Access Officer: Comments made in relation to proposed access paths and sustainability features.

Tree Officer: No objection subject to conditions in relation to tree protection and replacement planting.

**6. REPRESENTATIONS**

None received.

**7. RELEVANT HISTORY**

Application for screening opinion under Regulation 6 (schedule 2) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 for 1no. two storey extension to Snowdon Centre; erection of up to 70 bed care home (Use class C2); car parking; landscaping; demolition of main building (workhouse), mortuary and education centre buildings (21/01009/SCR) screening opinion issued (EIA not required) on 15 December 2021.

Application for screening opinion under Regulation 6 (schedule 2) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 for 1no. two storey extension to Snowdon Centre; erection of 54 bed care home (Use class C2); car parking; landscaping; demolition of main building (workhouse), mortuary and education centre buildings (21/00830) screening opinion issued (EIA not required) on 11 October 2021.

Application for screening opinion under Regulation 6 (schedule 2) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 for 1no. two storey extension to Snowdon Centre; erection of care home (Use class C2); car parking; landscaping; demolition of main building (workhouse), mortuary and education centre buildings (21/00118) screening opinion issued (EIA required) on 05 May 2021

Replacement shelter for electrical LV panel; replacement oil tank and generator; associated enclosures (10/95516) approved on 20 October 2010

Replacement shelter for electrical LV panel; replacement oil tank and generator; associated enclosures (09/94114) approved on 24 July 2009

Extension and resurfacing of car park; associated landscaping (09/93952) approved on 22 July 2009

Extension of existing car park (00/71332) approved on 18 April 2000

Erect 40 bed mental health clinic, parking & access (NFDC/OUT/98/63540) withdrawn on 31 March 1998

Construct pitched roof and form offices in Roof Space (92/49670) approved on 2 June 1992

Erection of a carport (91/47142) approved on 19 April 1991

Construct pitched roof and form office accommodation in roof space (91/46829) approved on 5 March 1991

Erection of a Community Hospital unit (existing hospital to be demolished) (86/31926) approved on 13 October 1986

## **8. ASSESSMENT**

### **SUMMARY**

- 8.1 This is a hybrid application for the adopted Local Plan site allocation at Ashurst Hospital site located on the Lyndhurst Road in Ashurst.
- 8.2 The application was submitted in October last year and has been subject to negotiations with the applicant and statutory consultees. The principle of the proposed development has been established through the site specific allocation in the Authority's adopted Local Plan (Policy SP23).
- 8.3 This report sets out the relevant planning policies, the responses from consultees and an assessment of the all the relevant issues. There is support from the majority of statutory consultees. The Parish Council have objected raising concern in particular about car parking and highway safety. No representations have been received from local residents.
- 8.4 The report concludes that the detailed element of the application accords with Policy SP23, that the outline part of the application broadly accords with Policy SP23 and that the site could accommodate the indicative quantum of development subject to mitigation. The proposal responds to the constraints of this sensitive site. It would secure the redevelopment of a brown field site meeting a need for specialist accommodation for older people whilst consolidating and expanding the healthcare element on western part of site and securing retention of the former chapel building.
- 8.5 Given the hybrid nature of the application, careful consideration of conditions and phasing is required including the securing of sufficient car parking provision in both the construction and operational phases.
- 8.6 For these reasons, as elaborated in this report, the officer recommendation is that, subject to the prior completion of a legal agreement, the Executive Director of Strategy and Planning be authorised to grant planning permission subject to conditions, including delegated authority for the amendment/ adjustment of conditions where

necessary given the hybrid nature of the scheme to ensure compatibility with the Section 106 legal agreement.

### **Application Site**

- 8.7 The 2.18 hectare site is located to the south of the A35 and the defined village boundary of Ashurst. Two car parks lie to the north of the site with a public house to the north of one. The site is adjoined by open land to the east, south and west, with Ashurst railway station located further to the west.
- 8.8 The site contains the New Forest Birth Centre and Snowdon Annex, Ashurst Child and Family Centre (including New Forest CAMHS) within part of the former workhouse buildings, the Education Centre, Chapel and other unused hospital buildings with associated car parking. The Chapel and former workhouse buildings are locally listed buildings.
- 8.9 The site is accessed from the southern side of the A35 Lyndhurst Road via an unnamed service road that runs parallel to the A35.
- 8.10 Group and individual Tree Preservation Order designations are located within the site and the site is located adjacent to the New Forest SSSI, SAC, SPA and Ramsar ecological designations.

### **Planning Background**

- 8.11 Land at Ashurst Hospital is allocated in Policy SP23 of the adopted New Forest National Park Local Plan (2016-2036) for mixed-use development comprising retained (and potentially extended) healthcare provision on the western part of the site and around 30 residential units (Use Class C2 or extra care use) on the remaining previously developed part of the site.
- 8.12 The site allocation in the adopted Local Plan followed public consultation and independent examination of the proposed allocation by two Government-appointed Planning Inspectors in 2018-19. Having considered the evidence and representations made, paragraph 150 of the subsequent Inspectors' Report (July 2019) supported the allocation of land at Ashurst Hospital for healthcare and C2 use, concluding, "*The approach towards the form of residential development on the site is justified. Unlike with C3 dwelling houses, there are clear, effective and enforceable mechanisms and management regimes that can be put in place to avoid cat ownership in C2 or extra care housing.*"
- 8.13 Paragraph 153 of the Local Plan Inspectors' Report (July 2019) then states, "*The exact contribution that this additional site allocation would make to the housing requirement depends on the specific nature of the residential uses proposed as part of a development scheme...it is clearly capable of making some contribution and in the context of a Local Plan that will result in unmet housing needs, this is important. It will also re-use*



*an area of previously developed land, a resource which is in short supply in the National Park.”*

- 8.14 The principle of mixed-use development for healthcare and C2 use has therefore been legally established through the plan-making process.

### **Proposed Development**

- 8.15 The application comprises a hybrid planning application. It seeks full planning permission for a two-storey extension to the Snowden Centre (650 sq. m GIA), new car parking and associated works (including retention of the former chapel) on the western part of the site. The application also seeks outline planning permission (with all matters reserved except for access) for a residential care home (up to 70-bed), the provision of car parking to serve the care home and additional healthcare parking on the central and eastern parts of the site with a landscape buffer on the southern part of the site.
- 8.16 The former workhouse buildings, mortuary and education centre would be demolished and the extension to the Snowdon Centre would become the Ashurst Child and Family Wellbeing Centre (to include services currently provided in the existing Child and Family Centre in the former workhouse building as well as additional health service facilities and a café hub for community use).
- 8.17 It is proposed that the site would remain served via the existing vehicle access arrangement. The site access would connect to the new parking areas associated with the extended birth centre and new care home facility with the internal access roads provided at a width of circa 6 metres with associated segregated footways.
- 8.18 57 car parking spaces are proposed for the birth centre and extended Snowden Annex and 32 car parking spaces are proposed for the care home. In respect of cycle parking, five "Sheffield" stands are proposed to accommodate 10 cycles near the staff entrance to the care home and five further "Sheffield" stands are proposed to accommodate 10 cycles near the staff entrance to the birth centre.
- 8.19 It is proposed that the development would be phased with the extension to the Snowden Annex taking place first to then allow occupation by the health care services currently located in buildings proposed to be demolished prior to their demolition and the redevelopment for the care home use.

### **Consideration**

#### **Principle of Development**

- 8.20 Adopted local planning policies support the role of the four defined villages (including Ashurst) in being a focus for local community facilities

(Policy SP4). The Local Plan also supports the retention of existing community facilities and the development of essential local community facilities where they are accessible to the communities they serve (Policy SP39). The site allocation policy for the Ashurst Hospital (Policy SP23) specifically supports the retention and potential extension of the healthcare provision in the western part of the site and the healthcare elements of the application are supported in principle.

8.21 There is a need for specialist accommodation for older people (Use Class C2) and paragraph 7.12 of the adopted Local Plan states that it is important that opportunities should be taken to address the local need for specialist housing for older people.

8.22 As set out under the planning background above, the principle of mixed-use development for healthcare and C2 use has been established through the Local Plan process and the resultant site allocation. Detailed consideration of the specific site allocation Policy SP23 is set out below.

### **Heritage Considerations**

8.23 The Victorian chapel and the former workhouse building are considered to be non-designated heritage assets and both are on the Local List of Heritage Assets in the National Park. The former New Forest Union workhouse building, originally constructed in the 1830s is proposed to be entirely demolished as its design and layout is no longer fit for use within this clinical setting. It is proposed that the C19 chapel is retained.

8.24 Policy SP16 and section 16 of the NPPF require planning authorities to take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. Paragraph 197 of the NPPF (2023) states that planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. Paragraph 203 of the NPPF (2023) states, "The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."

8.25 The former chapel building is proposed to be retained in this application. A detailed heritage assessment has been provided to justify the loss of the former workhouse building. The Authority's Building Design and Conservation Officer has been consulted. In considering its demolition, a balance has to be taken between recognising and preserving what remains, against the wider public and community benefits of the redevelopment proposals. The building sits centrally within the hospital site with all modern buildings located around the periphery of the site. Having visited and inspected the buildings, it was assessed that the

former workhouse has been significantly altered and irretrievably damaged by the changes to its fabric and layout undertaken over recent years. It is therefore considered that the public benefit of the redevelopment proposals to make way for a more holistic use of the site would outweigh the loss. A condition would be imposed requiring a full record should be made of the former workhouse buildings.

## **Policy SP23**

### **Quantum of Development**

- 8.26 Policy SP23 in the Local Plan refers to the C2 residential element of the site allocation providing “*around 30 units.*” Having regard to the Government’s ‘Housing Delivery Test Measurement Rule Book’, the published ratio of people in C2 care home rooms compared to the wider housing stock indicates that 30 C2 independent extra care units equates to a 54-bed C2 care home. Focusing on application 22/00548, the Government’s recommended ratios for housing supply calculations indicate a 70-bed care home is equivalent to 39 extra care C2 units. Policy SP23 does not set out a maximum limit or absolute cap on the quantum of development and recognises that the exact number will depend on the final form of development. There is no policy objection to the figure of up to 70-beds in principle subject to this quantum being accommodated within the requirements of Policy SP23 and other relevant Local Plan policies.

### **Site-specific Requirements of Policy SP23**

**a) the site must be redeveloped in a comprehensive manner and detailed proposals for residential development will need to ensure the retained healthcare uses on the site can operate efficiently**

- 8.27 The application proposes a comprehensive development and would allow the retained healthcare uses to operate efficiently.

**b) built development will be confined to the previously developed land to ensure the existing green buffer remains to the south of the site and the New Forest’s protected habitats**

- 8.28 The proposed built development in the indicative care home proposal would encroach into the green area beyond the previously developed land which would result in the loss of 9 individual trees, 1 group and part of a group and a hedge all moderate or low category. However, the proposed indicative built footprint would be reduced as compared to the existing built footprint and there is no objection from the Authority’s Tree Officer, Landscape Officer or Ecologist subject to conditions to mitigate the loss and to secure a management plan for the remaining group TPO.

**c) the Victorian chapel will be retained as part of the redevelopment. A detailed heritage assessment and structural survey will be required to justify the loss of the former workhouse buildings**

8.29 The former chapel is proposed to be retained and a heritage assessment has been submitted to justify the loss of the former workhouse.

**d) redevelopment proposals must retain the protected trees on the site**

8.30 The illustrative redevelopment proposals would retain a large proportion of the protected trees on the site. There is no objection from the Authority's Tree Officer or Landscape Officer to the loss of some trees subject to conditions to secure replacement planting and management.

**e) proposals for extra care use (that is not C2 Use) must provide on-site extra care affordable housing for local people in housing need as close to the Authority's target of 50% affordable housing as is viable. Viability will be demonstrated through an open book approach**

8.31 This criterion is not applicable to the current application.

**f) proposals for C2 care home use must be accompanied by a legal agreement requiring the occupancy to be limited to those with a local connection**

8.32 The applicant has agreed to enter into a Section 106 legal agreement to secure occupancy with a local connection as defined in Annex 3 of the adopted Local Plan.

**g) all of the dwellings on site will be limited to a maximum total internal floor area of 100 square metres;**

8.33 This criterion is not applicable to the current application.

**h) development proposals must incorporate measures to mitigate potential significant urban edge impacts on adjacent protected habitats. The existing southern boundary between the site and the adjacent protected habitats should be retained and strengthened with the planting of native species. Proposals should seek to enhance both its role in buffering the designated sites and supporting species of principal importance for biodiversity. A detailed application for the site will be subject to a full appropriate assessment**

8.34 The application proposes retention and strengthening of the buffer between the previously-developed parts of the site and the adjacent ecological designations. An appropriate assessment has been undertaken and mitigation would be secured to prevent urban edge

effects. Natural England have no objection and the C2 care use is in itself a key part of the mitigation to reduce impacts.

**i) development proposals must provide a connection to the nearest point of adequate capacity in the sewerage network, as advised by the service provider**

8.35 Southern Water has been consulted on the application and has undertaken a desktop study of the impact that the additional foul sewerage flows from the proposed development will have on the existing public sewer network. This initial study indicates that these additional flows may lead to an increased risk of foul flooding from the sewer network. Any network reinforcement that is deemed necessary to mitigate this will be provided by Southern Water. Appropriate conditions are suggested.

8.36 In summary, in relation to Policy SP23, the extended healthcare facilities (with retention of the former chapel) would accord with this policy and the proposed indicative development on the wider site broadly accords with the site-specific criteria, subject to the imposition of relevant planning conditions and the securing of mitigation and occupancy with a local connection through the Section 106 legal agreement.

**Detailed Application for extension to Snowden Centre and Retention of former Chapel**

**Design and Landscape Considerations**

8.37 Paragraph 26 of the NPPF (2023) states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

8.38 A two-storey extension to the Snowden Annex is proposed to provide improvements for the existing building and enhanced facilities for the CAMHS unit. The Snowden Annex is currently vacant. The Authority's Building Design Officer has commented that the existing buildings are dated and of their time, and the proposed extension seeks to provide a modern design approach within an architecturally challenging setting. As a result, the simple modern lines of the extension have been designed to complement the existing building and work within the existing floor levels and parameters of the buildings. A new entrance to the unit would unify and enhance the buildings, providing a legible point of entry and welcoming facilities. The ground floor would provide a community hub and café with clinical rooms, and the first floor would provide office spaces and hot desking facilities for visiting practitioners. This type of layout would provide flexibility for the future.

- 8.39 Externally the extension would be clad in Cedar, with simple grey powder coated fenestration and brickwork to match the existing. Advantage would be taken of the views to the south and west of the open landscape for the consulting rooms, where doors would lead out to a play space with sedum roofed verandas. The main flat roof of the building would be set lower than the current Snowden Annex and would include sustainability features in the form of photovoltaic panels and solar thermal panels. The simple box like extension would eventually weather over time to blend into the wider landscape.
- 8.40 The Authority's Landscape Officer has also commented on the proposal and considers that the Landscape and Visual Appraisal is thorough and robust. The Landscape Officer also notes that the extension to the Snowden Centre is an interesting form, taking up two stories with a flat roof as opposed to the existing sloping roof of the existing building. The external areas would be suitable to the space available and the timber pergola like structure with green roof to provide outdoor space for the CAMHS consultation rooms, would be a positive contribution to the site. The proximity to the open countryside to the immediate west of the site would have an impact but if the external lighting and boundary fence were of appropriate design and quality, then the proposed extension could become an acceptable part of the wider landscape. A detailed planting plan has been requested to form part of a condition and this is considered to be reasonable and appropriate.
- 8.41 Overall, whilst it is acknowledged that the extension would have an impact, it is considered that a balance has been struck between the functional requirements of the building and the sensitive context adjacent to the site. The proposal would also assist in facilitating the redevelopment of the wider brown field site.
- 8.42 In respect of the lighting proposed, a combination of street-lights for the car parks and lighting bollards for footpaths has been proposed. Given the sensitive context of the site, full lighting details would be sought by condition. The applicant's agent has confirmed that the existing square bulkhead lights on the underside of the sloping roof of the Snowden Centre would be removed which would help to reduce the existing light spill into the surrounding landscape.
- 8.43 In summary, subject to the imposition of relevant planning conditions, the proposed design approach is considered appropriate to the site and its context in accordance with Policies DP2, SP7, SP15 and SP17.
- 8.44 In respect of the former chapel, it is proposed to be retained as part of the proposals and is not subject to any proposed change of use or physical alteration. It would be retained in NHSPS ownership. The chapel is currently occupied by a charity called PEDALL inclusive New Forest Cycling. They are a charity that offer sessions not only to people with disabilities but to the wider public to help improve their confidence using bikes and also to improve their mental health and general wellbeing. The

applicant's agent has noted that NHSPS are committed to the continued support for the PEDALL initiative and have agreed that the charity can look to develop a permanent presence on the Ashurst campus – linking with the wider sites continued health and well-being focus. This would accord with Policy SP39 (Local community facilities).

### **Ecological Impacts**

- 8.45 A preliminary ecological appraisal has been undertaken for the Snowden Centre which notes the proximity to the New Forest European designated sites and the SSSI. A bat activity survey has also been undertaken. The Snowden Centre has a low potential for roosting bats but roosts are present on the wider site and vegetation is used as foraging/ commuting routes on the wider site. Mitigation measures in relation to bats would be required in the form of an appropriate lighting scheme, planting and landscaping and would be secured by condition.
- 8.46 Other ecological mitigation would be sought, such as in relation to the timing of works (outside of the bird breeding season), a Construction Environmental Management Plan and would also be secured by condition. The applicant has not submitted biodiversity net gain information and this would be sought by condition.

### **Amenity Considerations**

- 8.47 There are no neighbouring residential properties in close proximity to the site. Environmental Protection at New Forest District Council have been consulted about the proposed mix of development. There is no objection subject to conditions relating to contamination, internal noise levels (given the proximity to the A35 and railway line); deliveries; lighting and construction impacts.

### **Transportation Considerations**

- 8.48 In relation to traffic movements, a trips assessment has been carried out for the development as a whole. The results indicate there will be an increase in 27 AM peak trips and 32 PM peak trips, compared to the existing use. The Highway Authority consider that this is acceptable in this instance.
- 8.49 The Highway Authority has also reviewed the personal injury accident data and is satisfied that this development would not severely impact the safety of the Highway.
- 8.50 The access to the site is to remain unchanged, with the access via an unnamed service road. The width of the site access varies between 4.4 metres adjacent to the public car park and increases in width to 4.6 metres at the northern site boundary. Tracking has been provided that identifies vehicles would be able to enter and exit the site in a forward gear.

- 8.51 Overall, the Highway Authority has no objection subject to a condition securing a construction method statement and the applicant entering into a Section 106 legal agreement to secure the provision of a full travel plan and associated approval and monitoring fees and bond. The NPPF (2023) sets out in paragraph 111 that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Whilst the Parish Council have raised concerns in relation to potential increases in traffic, given the above, there is no basis for a refusal on highway grounds.
- 8.52 In respect of car parking, the Highway Authority has commented that this is a matter for the local planning authority to consider. 57 car parking spaces are proposed in total for the birth centre and Snowden Centre and chapel. In terms of overall number of spaces, this comprises a shortfall of 13 spaces when considered against the required standards contained in Annex 2 of the adopted Local Plan. However, Annex 2 also sets out that reduced parking provision may be acceptable in certain circumstances, such as where there is relatively good accessibility by public transport. The site is located in close proximity to the defined village of Ashurst with bus links, Ashurst railway station and an existing public car park which is currently free to use. It is considered that the proposed level of parking can be accepted in this instance.
- 8.53 In terms of the location of the proposed car parking, six of the spaces would be provided within the red-line area of the detailed application. However, it is noted from the illustrative plans provided for the outline part of the scheme that the remaining spaces would be provided within the outline element of the scheme; eight in close proximity to the extended healthcare facilities and a further 43 spaces in a larger car park located to the north east of the birth centre. The Parish Council has raised concerns about the level of parking and the application would need to ensure that sufficient parking is available to the healthcare element of the scheme during and after the build out of the outline application. In order to secure this, a condition would be imposed requiring details of interim car parking whilst the wider site is redeveloped and the provision of car parking exclusively for the healthcare element of the scheme would be secured by way of S106 legal agreement and condition.

### **Drainage**

- 8.54 In relation to surface water drainage, the applicant has submitted a detailed drainage drawing, drainage strategy and below ground drainage strategy. The proposal for draining the new development is to attenuate volumes for the 1 in 100-year storm event plus 40% peak rainfall allowance and connect into the existing system at a rate restricted to 1 l/s. Parking areas are to be permeable and drain to the attenuation storage. The Local Lead Flood Authority has been consulted. Following



receipt of clarifications in respect of the protection measures to prevent risk of blockages, the Local Lead Flood Authority has no objection to the proposal subject to condition.

- 8.55 In respect of foul drainage, as above, Southern Water has no objection subject to a condition to secure any required network reinforcement for the development as a whole.

### **Outline Application for Care Home, Car Parking and Landscaping**

- 8.56 In relation to the outline element of the application, the only matter of detail is that of access. All other matters are reserved. The application description is a care home of up to 70-beds, associated car parking and landscaping and additional healthcare car parking. Illustrative plans have been submitted in relation to this quantum and proposed phasing of the development.

### **Access and Transport Considerations**

- 8.57 The access to the site would remain unchanged and tracking has been provided that identifies vehicles would be able to enter and exit the site in a forward gear. There is no objection to the access from the Highway Authority.
- 8.58 As above, a trips assessment has been carried out for the development as a whole and the Highway Authority considers that the additional number of trips would be acceptable and that the development would not severely impact the safety of the Highway.
- 8.59 The indicative scheme includes the provision of 32 car parking spaces for the care home. This would comprise four spaces less than the required parking standard contained in Annex 2 of the adopted Local Plan. The applicant has indicated that the care home will cater for acute and close care residents who will not themselves require car parking space. Annex 2 also sets out that reduced parking provision may be acceptable in certain circumstances, such as where there is relatively good accessibility by public transport. The provision of 32 spaces is considered appropriate in this location.
- 8.60 The indicative scheme also includes 47 spaces for the healthcare element of the scheme and four spaces for the former chapel within the red line area for the outline application. Interim parking would need to be secured for the health care elements of the scheme during the redevelopment of the site. Details of phasing of parking and the quantum would be conditioned.

### **Design and Landscape Considerations**

- 8.61 Details of appearance, layout, scale and landscaping are reserved for future determination. The Authority's Building Design and Conservation

Officer has commented on the lack of detail on the design of the proposed care home, other than a series of sketches in the indicative plans showing an Arts and Craft influenced building with both two and three-storey elements, gables, dormers and Juliet balconies. It is noted that the existing workhouse building has both two and three storey elements, so this would not be out of place on this site. The Design and Access Statement indicates the proposed floor area to be 1400 square metres. The Arts and Crafts style is a recognised architectural style in the New Forest and this design approach would be supported at reserved matters stage.

- 8.62 In terms of impact of the proposed illustrative quantum, layout and landscaping, the Authority's Landscape Officer considers that, although the footprint of the proposed care home is wider spreading than the existing footprint, and the proposed three-storey height is shown in limited locations with two elsewhere (similar in height to the existing building), the site could absorb this, especially with the 'Landscape Buffer Zone' to the south and the perimeter of the site retaining the mature trees, which would help to soften the impact of the proposed development. The Landscape and Visual Impact Assessment in relation to the illustrative proposal concludes that, due to the enclosed nature of the site, there is little visibility, views mostly gained when in close proximity to the site's northern boundary and this is through a robust, mature landscape buffer or from within the site itself. Those identified receptors will experience the most effect during demolition and construction, however, on completion the derelict building would be replaced by the new care home and would improve the views of this element of the scheme. As the receptors move away from the site boundaries, the views will largely be the same as existing. From within the plantation and further afield there would be no experience of change.
- 8.63 In terms of the impact of the indicative layout on existing trees, both the Authority's Tree Officer and Landscape Officer accept the loss of nine individual trees, one group and part of a group and a hedge all of moderate or low category subject to the replacement planting and the remaining part of the group TPO is managed to a high standard with a management plan.
- 8.64 Concern has been expressed by the Authority's Landscape Officer about potential design changes at reserved matters stage which would could lead to increased light pollution. Reserved matters would be assessed against adopted policy including SP15 (Tranquillity). However, a condition in relation to lighting is considered necessary.
- 8.65 It is also considered that the 'Landscape Buffer Area' to the south of the development would require a full management plan to ensure that appropriate management is carried out for the long- term biodiversity interest and landscape character of that part of the site. This would be the subject of a condition.

- 8.66 The proposed illustrative material and supporting documentation indicate that the quantum of development could be accommodated on the site subject to the securing of mitigation in the form of planting and management. It is considered reasonable and necessary that parameters are controlled by condition (footprint/ floorspace; storey height) as well as the quantum of car parking.

### **Ecological Considerations**

- 8.67 Careful consideration will be required of ecological matters in the assessment of reserved matters proposals for the site given the sensitive context of the site adjacent to New Forest European ecological designations and the New Forest SSSI.
- 8.68 An Appropriate Assessment has been undertaken in accordance with the Conservation of Habitats and Species Regulations 2017 at this outline application stage in relation to the potential impacts of the indicative proposals on the European designated sites and the Authority's Ecologist and Natural England have been consulted and have not raised an objection.

### **Recreational Impacts**

- 8.69 Prior to mitigation, the Habitat Regulations Assessment of the Local Plan could not rule out the recreational impacts of any new residential and visitor accommodation throughout the National Park having a likely significant in combination effect on the New Forest SPA and SAC sites. Consequently, mitigation is required for all proposals of these types of development for their recreational impacts on these New Forest designated sites. In addition, development within 5.6km of the Solent coastal designations (which includes Ashurst) is required to address the increased recreational impacts and there is an established strategic mitigation in place (Bird Aware Solent). Paragraphs 14.10 – 14.11 of the HRA of the Local Plan confirm, "Developments within the C2 class (i.e. residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres) will be considered on a case by case basis... The Authority considers that some age-related accommodation is as likely to lead to recreational impacts on the designated sites as other forms of housing." As the applicant cannot at this stage specify the precise form of C2 development, the Authority has erred on the side of caution (in line with the precautionary principle) and included reference to mitigating recreational pressures on the New Forest and Solent in the Appropriate Assessment that it has undertaken. The Appropriate Assessment concludes that the proposed development (which the applicant has indicated could not be restricted to a "nursing" care home only) would, in combination with other developments, have an adverse effect due to the recreational impacts on the European sites, but that the adverse impacts would be avoided if the planning permission were to be conditional upon the approval of proposals for the mitigation of that impact in accordance with the Authority's adopted Mitigation Strategy

(2020) and the established Bird Aware Solent mitigation scheme or mitigation to at least an equivalent effect.

### **Urban Edge Effects**

- 8.70 In relation to potential urban edge effects, the Authority's Appropriate Assessment notes that the proposal is for development on a site allocated in the adopted Local Plan for health-care and C2 uses. The proposed scale is 16-beds greater than that included in the site allocation. The Habitats Regulation Assessment of Local Plan led to policy requirements which would be largely fulfilled in the current application. The proposal is generally confined to the previously-developed parts of the site and includes mitigation against urban edge effects. Subject to mitigation in the form of a legal agreement to preclude pet ownership; restriction of the use to C2 and healthcare development and strengthened planting of buffer between the development and the adjacent protected habitats, there would be no adverse impacts on the European sites.

### **Nutrient Impacts**

- 8.71 Natural England have advised that there is uncertainty as to whether future housing and visitor accommodation development will adversely impact the protected habitats of the Solent due to increased levels of nitrates entering the system. In accordance with Natural England's advice to local planning authorities along the Solent coast, the potential impacts from nitrates have been considered in assessing this application. The applicant has provided a nutrient budget which has been assessed. Natural England is satisfied with the methodology used to calculate the nutrient budget and subject to securing appropriate mitigation in order to achieve a nutrient neutral scheme, the Authority's obligations as a 'competent authority' under the Conservation of Habitats and Species Regulations 2017 are met.

### **Protected Species**

- 8.72 In respect of protected species, ecological appraisal and surveys have indicated that three buildings supported roosting bats and up to five species of bat were recorded using the habitats across the site. Grassland edges, hedgerows and scattered trees were used as foraging / commuting routes. Mitigation has been proposed to avoid significant effects (retaining key habitats and minimising lighting) and enhancements proposed. It was assessed that the bat roosts found were of low conservation status and their loss due to the planned demolition can be fully mitigated using standard and commonly applied approaches under a licence granted from Natural England, and the loss of roosts fully compensated. As the proposal would result in the destruction of known roosts, the local authority should consider the three tests of a European Protected Species (EPS) Licence prior to granting planning permission. Failing to do so would be in breach of the Conservation of Habitats and

Species Regulations 2017 which requires all public bodies to have regard to the requirements of the Habitats Directive in the exercise of their functions. The first test is effectively whether the proposal is in accordance with the Local Plan. It is considered that the proposal does accord with adopted policies and therefore the proposal does meet the first test. The second test is whether there is any alternative. In this instance, the alternative would be to not redevelop the site. However, the site has been allocated in the adopted Local Plan and the buildings are required to be replaced to support the viable use of the site. The development is also considered to be in accordance with this second test. The third test is whether the conservation status of the species would be affected. The Appraisal makes recommendations for mitigation, compensation, and enhancement in relation to bats and other species which are considered appropriate. Overall, it is likely that a Licence would be granted and therefore the proposal is considered to meet with the Habitats Directive and thus would accord with Policy SP6

Eighteen species were recorded during the breeding bird surveys. No SPA Qualifying species were recorded during the surveys and the site has been assessed as not having potential to be suitable for breeding by any SPA Qualifying species. The site was assessed as having 'local importance' for breeding birds (in accordance with Fuller et al., 1980). Mitigation was included to avoid significant effects (habitat retention and suitable timing of works) and enhancements proposed.

- 8.73 Great crested newts were assessed as being likely absent from the site and surrounding area. The site was found to support a low population of both adders and common lizards and a good population of slow worm. These were predominately distributed outside the construction area and mitigation measures have been proposed to avoid significant effects during construction.
- 8.74 The recommended mitigation would be secured by condition and a Construction Environmental Management Plan would also be conditioned as required by Natural England and the Authority's Ecologist.

### **Ecological Enhancements**

- 8.75 The applicant has not submitted biodiversity net gain information at this stage. Ecological enhancements would be sought in relation to the proposed detailed design in accordance with Policy SP6 and secured by condition.

### **Heritage Impacts**

- 8.76 A case has been made for the demolition of the former workhouse which has been accepted as detailed above and in accordance with Policy SP16.
- 8.77 In relation to archaeology, the Authority's Archaeologist has noted that there is a slim possibility of encountering unmarked graves and other

features or deposits related to the 19th-century workhouse in the area near the workhouse chapel and mortuary. An archaeological watching brief, with archaeologist-guided stripping of overburden to the appropriate horizon, is therefore recommended for the groundworks related to the car park in the direct vicinity of the workhouse chapel.

### **Amenity Considerations**

- 8.78 The outline application site does not adjoin any residential properties. Environmental Protection at New Forest District Council have been consulted about the proposed mix of development. There is no objection subject to conditions relating to contamination, internal noise levels (given the proximity to the A35 and railway line); deliveries; lighting and construction impacts.

### **Drainage**

- 8.79 Drainage details would be required for the detailed design of the proposed care home and car parking areas. A condition is proposed to secure this.
- 8.80 In respect of foul drainage, Southern Water has no objection subject to a condition to secure any required network reinforcement for the development as a whole.

### **Other**

- 8.81 The Authority's Sustainable Access Officer welcomes the renewal of this site especially with the inclusion of the wellness hub and the links to cycling charity PEDALL. The matters raised in relation to access paths would be considered at reserved matters stage.

### **Section 106 Legal Agreement**

- 8.82 The following developer obligations and contributions, index linked where appropriate, will need to be secured by a Section 106 legal agreement. These have been assessed as being necessary, directly related to the development and fairly and reasonably related in scale and kind to the development:

Measures to prevent pet ownership within the care home.

Local connection requirements relating to the care home occupation.

Pro rata contribution to recreational mitigation for the New Forest Special Protection Areas, Special Conservation Areas and Ramsar sites: £116,899.

Pro rata contribution to recreational mitigation for the Solent designated European sites: £31,010.

Provision of a full travel plan and associated approval and monitoring fees and bond.

The securing of interim and long-term parking provision for the healthcare element of the scheme.

Appropriate phasing of the scheme.

Measures to secure delivery of appropriate management of the buffer area over time.

## **Conclusion**

- 8.83 In conclusion, this is an important site allocation in the Authority's adopted Local Plan that would make a significant contribution to the provision of healthcare facilities for the local community and specialist accommodation for older people. The occupation of the future C2 development would be restricted through the legal agreement to residents with a local connection to the area. This means the development will directly benefit the local community of the National Park, in accordance with the Authority's socio-economic duty
- 8.84 The detailed scheme would provide enhanced and extended healthcare facilities and retention of the former chapel building. The outline element of the scheme includes indicative proposals for a 70-bed care home, landscaping and car parking areas.
- 8.85 Hampshire County Council has confirmed that the traffic generated could be accommodated without adverse impacts on highway safety. Sufficient car parking would be secured through conditions and the legal agreement.
- 8.86 It is therefore recommended that, subject to the prior completion of a legal agreement, the Executive Director of Strategy and Planning be authorised to grant planning permission subject to conditions, including delegated authority for the amendment/ adjustment of conditions where necessary given the hybrid nature of the scheme to ensure compatibility with the Section 106 legal agreement.

## **9. RECOMMENDATION**

Subject to the prior completion of a legal agreement, the Executive Director of Strategy and Planning be authorised to grant planning permission subject to conditions, including delegated authority for the amendment/ adjustment of conditions where necessary given the hybrid nature of the scheme to ensure compatibility with the Section 106 legal agreement.

1. The detailed components of the development hereby permitted (hereinafter termed Phase 1) 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. Application for approval of the reserved matters for the outline components of the scheme (hereinafter termed Phase 2) shall be made to the New Forest National Park Authority before the expiration of three years from the date of this permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

3. The development of Phase 2 shall be begun before the expiration of two years from the date of approval of the last of the 'reserved matters' to be approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

4. Development of Phase 1 and the submission of reserved matters details for Phase 2 shall only be carried out in accordance with drawing nos:

100 Rev P3- Location Plan  
03 Rev P12- Proposed Floor Plans  
05 Rev P2- Proposed Roof Plan  
15 Rev P3- Proposed Elevations  
20 Rev P5- Proposed Section  
106 Rev P2- Design Parameters  
20051-WFB-XX-XX-DR-C-0500 Rev P01- Drainage Layout

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 development in accordance with Policies SP16, SP17, DP18 and DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

5. Prior to commencement of each phase of development, 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) other means of enclosure;
- (e) a method and programme for its implementation and the means to provide for its future maintenance.

No development within each phase 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 Policies DP2 and SP7 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

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 Policies DP2 and SP7 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

7. Before each phase of development is first commenced, a scheme to deal with any contamination of the site shall be submitted to and approved in writing by the New Forest National Park Authority. This scheme shall include:

(i) an investigation of the site carried out in accordance with BS10175: 2001.

(ii) a risk assessment using the Contaminated Land Exposure Assessment (CLEA) model whenever this is appropriate, and

(iii) a detailed scheme for the remedial works to be carried out.

If any other previously undiscovered contamination is found during the development of the site, this shall be notified to the New Forest National Park Authority immediately, along with a suitable risk assessment and where necessary, a remediation scheme. The remediation scheme shall be approved in writing by the New Forest

National Park Authority.

Before any of the units on the site are first occupied, the remedial measures shall have been completed and a statement to that effect shall be sent in writing to the New Forest National Park Authority which will include any future requirements for the monitoring of the site.

Development in each phase shall only take place in accordance with the scheme which has been approved.

Reason: To ensure that any contaminated land on the site is identified and properly treated in the interests of the well-being of nearby residents and the environment in general in accordance with Policies DP2 and SP15 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

8. No development shall take place, including any works of demolition, until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. Thereafter the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters:
  - a) An indicative programme for carrying out of the works;
  - b) Details of the arrangements for public engagement / consultation both prior to and continued liaison during the construction works;
  - c) Measures to minimise the noise (including vibration) generated by the construction process to include hours of work, proposed method of piling for foundations, the careful selection of plant and machinery and use of noise mitigation barrier(s);
  - d) Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination;
  - e) The parking of vehicles of site operatives and visitors;
  - f) Loading and unloading of plant and materials, including permitted times for deliveries;
  - g) Storage of plant and materials used in constructing the development;
  - h) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
  - i) Measures to control the emission of dust and dirt during construction;
  - j) A scheme for recycling / disposing of waste resulting from demolition and construction works i.e. no burning permitted;
  - k) Management of construction access and traffic routes;
  - l) Vehicle tracking demonstrating that the largest vehicles

associated with the construction process can access, egress and turn within the confines of the site;

- m) Wheel Washing facilities or methods to prevent mud on the Highway;
- n) Measures to prevent pollution of nearby watercourses;
- o) Visual screening for SPA birds;
- p) Details of the timing of the works to avoid or provide suitable mitigation during the bird breeding season.

Reason: In the interests of highway safety and to safeguard sites of ecological importance and protected species in accordance with Policies DP2, SP5 and SP6 of the New Forest National Park Local Plan 2016-2036 (August 2019).

9. Prior to the commencement of each phase of development (including site and scrub clearance), a Biodiversity Enhancement and Mitigation Plan (BEMP) shall be submitted to and approved in writing by the National Park Authority. The BEMP shall include measures for ecological mitigation and enhancement (including timescales for implementing these measures) and shall be based on the ecological reports submitted as part of this application. It shall also include the provision of built in features for bat roosting and bird nesting and measures that will be taken to ensure a minimum 10% increase in biodiversity will be achieved and will cover a minimum period of 30 years.

Development shall be carried out in full accordance with the approved plan, unless otherwise agreed in writing by the New Forest National Park Authority.

Reason: To safeguard protected species and to provide mitigation and enhancements in accordance with Policies DP2 and SP6 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

10. A) No demolition/development shall take place/commence in each phase until a programme of archaeological work and historic building recording and analysis including a Written Scheme of Investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and:
- 1.The programme and methodology of site investigation and recording
  - 2.The programme for post investigation assessment
  - 3.Provision to be made for analysis of the site investigation and recording
  - 4.Provision to be made for publication and dissemination of the

analysis and records of the site investigation

5. Provision to be made for archive deposition of the analysis and records of the site investigation

6. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

B) No demolition/development shall take place in each phase other than in accordance with the Written Scheme of Investigation approved under condition (A).

C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition (A) and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

Reason: To ensure the heritage potential of the site is investigated and assessed and in accordance with Policy SP16 of the New Forest National Park Local Plan 2016- 2036 (August 2019)

11. Prior to the commencement of each development phase hereby approved, a scheme to demonstrate that the internal noise levels within the development will conform to the 'Indoor ambient noise levels for dwellings' guideline values specified within Table 4 under section 7.7.2 of BS 8233:2014 and HTM 08-01 and shall be complied by a competent acoustician on sound insulation and noise reduction for buildings and shall be submitted to and approved in writing by the Local Planning Authority. The works specified in the approved scheme shall then be carried out in accordance with the approved details prior to occupation of the premises and be retained thereafter.

Reason: In the interests of amenity.

12. No development shall take place above slab level in each phase of development until samples or exact details of the facing and roofing materials have been submitted to and approved in writing by the New Forest National Park Authority.

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

Reason: To ensure an acceptable appearance of the development in accordance with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

13. No development shall take place above slab level shall take place until a scheme for the provision of car and cycle parking (interim

and long-term) has been submitted to and approved in writing by the New Forest National Park Authority. The scheme shall provide the following parking numbers as a minimum:

Healthcare and chapel buildings: 57 car parking spaces and 10 cycle parking spaces.

Care home: 32 car parking spaces; 10 cycle parking spaces.

Development shall only take place in accordance with the details approved.

Reason: Due to the hybrid nature of the development and the need to secure parking provision for the healthcare element of the scheme throughout the construction and operational phases of development.

14. 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 arboricultural statement/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 DP2 and SP6 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

15. All materials, machinery and any resultant waste materials or spoil shall be stored within the red line application site unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of protecting the New Forest Site of Special Scientific Interest in accordance with Policy SP6 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

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

The details shall be based on the submitted Lighting Strategy (ref: 1898-DFL-ELG-XX-RP-EO-13002) and shall include removal of the existing square bulkhead lights on the underside of the sloping roof of the Snowden Centre.

Reason: To protect the amenities of the area and protected species in accordance with Policies DP2, SP6 and SP15 of the adopted

New Forest National Park Local Plan 2016 - 2036 (August 2019).

17. Unless otherwise agreed in writing, development of phase 1 shall only take place in accordance with the submitted drainage details hereby approved (20051-WFB-XX-XX-DR-C-0500 Rev P01, Below Ground Drainage Strategy, dated February 2023 and Drainage Strategy Statement, April 2021).

Before the development of phase 1 is first occupied, details of the means of the future maintenance of the approved surface water drainage arrangements shall be submitted to and approved in writing by the New Forest National Park Authority. The drainage arrangements shall thereafter be maintained in accordance with the approved details.

Reason: In order to ensure that the drainage arrangements are appropriate and in accordance with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

18. Each phase of development hereby permitted shall not be occupied until the arrangements for parking and turning have been implemented.

These areas shall be kept available for their intended purposes at all times.

Reason: To ensure adequate parking provision is made in the interest of highway safety and to comply with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019) and Section 9 of the National Planning Policy Framework.

19. Prior to first use of each phase of development, a Delivery Management Plan shall have been submitted to and approved in writing by the Local Planning Authority. The plan shall include: how delivery and servicing vehicles will be managed at the site; the hours of deliveries and servicing and how deliveries will be controlled to ensure the development does not adversely affect the highway or amenity of neighbouring properties.

Servicing and deliveries shall thereafter take place in accordance with the approved management plan at all times unless otherwise agreed in writing by the local planning authority.

Reason: in the interests of highway safety and amenity.

20. The combined noise rating level (LAr, Tr) of plant and equipment on the site shall not exceed the background sound level (LA90) of

44dB between the hours of 07:00 – 23:00hrs and 33dB between the hours of 23:00- 07:00hrs when measured or predicted at 1m from the façade of any noise sensitive receptor. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 2014 Methods for rating and assessing industrial and commercial sound (as amended).

Reason: In the interests of amenity.

21. Prior to commencement of phase 2 of the development, approval of the details of the siting of the buildings, the design, and external appearance of the development, and the landscaping of the site ("the reserved matters") shall be obtained from the New Forest National Park Authority. The development shall only be carried out in accordance with the details which have been approved. The plans and particulars shall include the following detailed proposals:

- (a) The layout, siting and scale of all buildings and structures, including the finished levels (above ordnance datum) of both the ground floor of proposed buildings and the surrounding ground levels
- (b) The design and external appearance of all buildings and structures, including details of the colour and texture of external wall and roof materials to be used, with samples and / or sample panels of the materials to be made available and / or constructed on site for inspection by the local planning authority where directed.
- (c) Hard and soft landscape details including:
  - Existing and proposed finished levels or contours
  - Means of enclosure
  - Hardsurfacing materials
  - Soft landscape details shall include the following as relevant:
    - Planting plans
    - Written specification (including cultivation and other operations associated with plant and grass establishment)
    - Schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate
    - Retained areas of grassland, hedgerow and trees
    - Implementation programme

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

22. Development of phase 2 shall not exceed the following parameters:

Building footprint: 1, 400 square metres.  
GIA: 3, 900 square metres.  
Storey height: three storeys.

Reason: In view of the sensitive context of the site within the National Park landscape and in accordance with Policies DP2, SP7, SP15 and SP17 of the New Forest National Park Local Plan 2016-2036 (August 2019).

23. The care home development hereby permitted shall not be commenced until the extended healthcare facilities hereby approved have been completed and made ready for occupation.

Reason: In order to ensure the continued provision of community healthcare facilities and in accordance with Policy SP39 of the New Forest National Park Local Plan 2016- 2036 (August 2019).

24. The phase 2 application shall be accompanied by:

A detailed surface and foul drainage scheme, including maintenance arrangements.

Updated ecological and arboricultural assessments, if necessary.

A Landscape and Ecological Management Plan to demonstrate strengthening of the landscape buffer zone and its management and maintenance.

Details of the provision being made for the storage of waste.

Reason: To ensure satisfactory comprehensive development and in view of the sensitive ecological context of the site.

25. Prior to the commencement of phase 2 of the development ecological mitigation for the Solent and New Forest Special Protection Areas, Special Areas of Conservation and 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 Habitat Mitigation Scheme and the Solent (SRMP) Explanatory Note.

Reason: To safeguard sites of international ecological importance in accordance with Policies SP5 and SP6 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019), the Authority's Habitat Mitigation Scheme and the SRMP.

26. Phase 2 of the development hereby permitted shall not be occupied until:

a) A water efficiency calculation in accordance with the Government's National Calculation Methodology for assessing water efficiency in new dwellings has been undertaken which



demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to, and approved in writing by, the Local Planning Authority;

b) A mitigation package addressing the additional nutrient input arising from the development has been submitted to, and approved in writing by, the Local Planning Authority. Such mitigation package shall address all of the additional nutrient load imposed on protected European sites by the development when fully occupied and shall allow the Local Planning Authority to ascertain on the basis of the best available scientific evidence that such additional nutrient loading will not have an adverse effect on the integrity of the protected European sites, having regard to the conservation objectives for those sites; and

c) All measures forming part of that mitigation package have been provided to the Local Planning Authority.

The development shall be carried out in accordance with and subject to the above details.

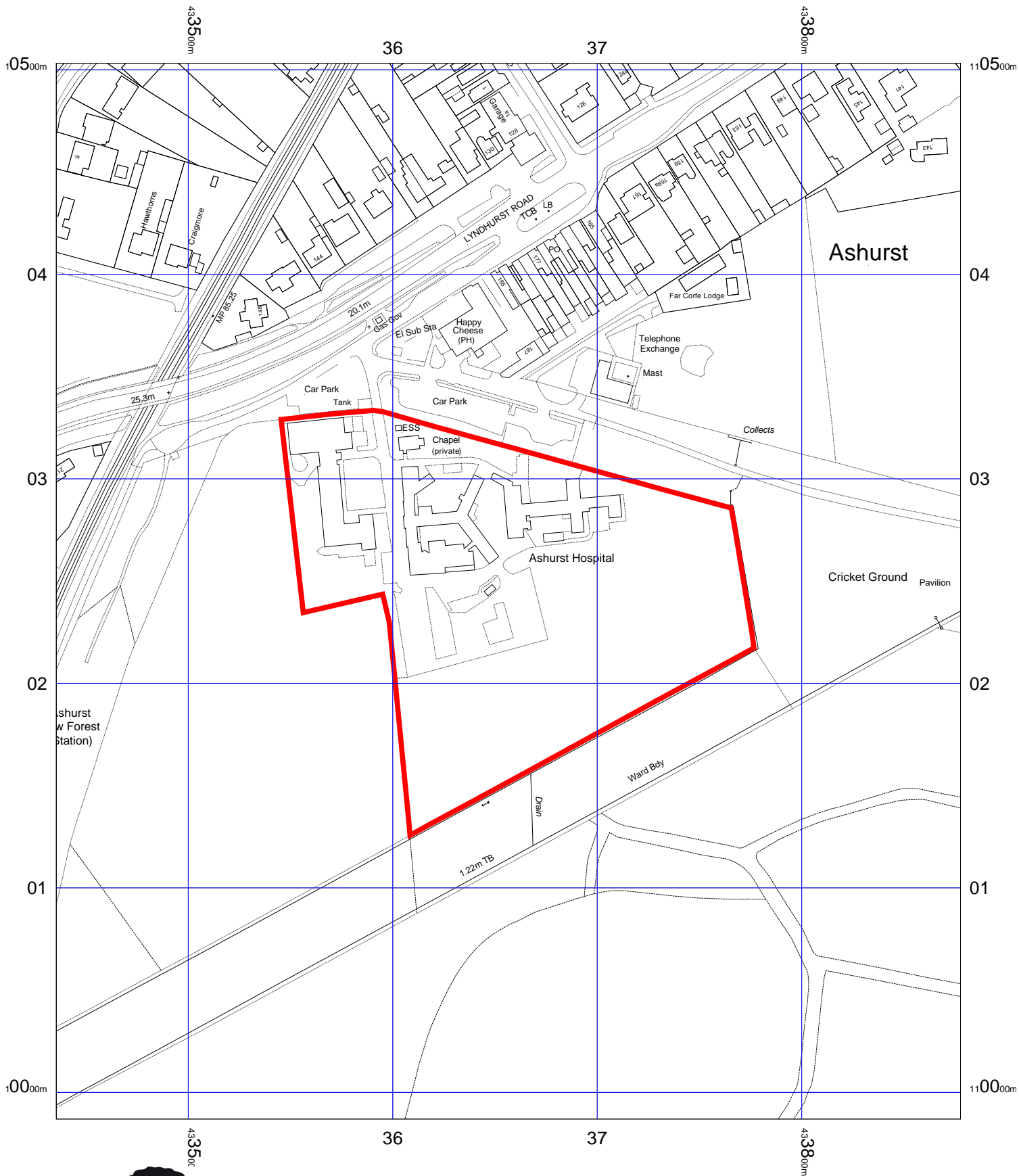
Reason: There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. To ensure that the proposal may proceed as sustainable development, there is a duty upon the Local Planning Authority to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Authority has had regard to Regulation 63 of the Conservation of Habitats and Species Regulations 2017 and Policy SP5 of the adopted New Forest National Park Local Plan (2016 - 2036).

27. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 2020 and the Town and Country Planning (General Permitted Development) Order 2015 (as amended) (or any order revoking and re-enacting those Orders with or without modification), the buildings the subject of phase 1 of this permission shall be used for the purposes of C2 healthcare and the building the subject of phase 2 of this permission shall be used for a C2 care home and for no other purposes whatsoever, without express planning permission first being obtained.

Reason: This application has been made, and the proposal supported, on the basis of the uses of the buildings being appropriate for their settings in this sensitive location within the New Forest National Park.

**Informative(s):**

1. Occupation of the development is to be phased and implemented to align with the delivery by Southern Water of any sewerage network reinforcement required to ensure that adequate wastewater network capacity is available to adequately drain the development.



New Forest National Park Authority  
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