
Site Address:	1-3 Beech Grove, Hayling Island, PO11 9DP		
Proposal:	Single storey rear extension for 3 additional bedrooms, with an increase in residents from 34 to 36.		
Application No:	APP/20/01014	Expiry Date:	06/01/2021
Applicant:	Mr McGregor Peartree Care Ltd		
Agent:	Miss Roberts Critchley Architecture and Design Ltd	Case Officer:	Graham Speller
Ward:	Hayling East		

Recommendation: **GRANT PERMISSION**

1 Site Description

- 1.1 The site is located on the eastern side of Beech Grove and is occupied by a residential nursing home, known as Blossom House. The property is two-storey in height and comprises a link between 1-3 Beech Grove, with rendered elevations and a tiled pitched roof.
- 1.2 Blossom House specialises in care for people with dementia and other specialist care categories and offers 24 hour residential care.
- 1.3 The surrounding area is residential in character although open countryside is close by. There is a mix of design and styles of houses in the locality.

2 Planning History

06/51965/001 - Erection of a two storey rear extension, first floor extensions to the rear, side and front elevations, single storey extension to the rear and side elevations and increasing the number of residents from 23 to 33 persons. (Revised submission)., PERM,25/07/2006

08/51965/003 - Conservatory to rear and alteration of small lounge into a bedroom., PERM,07/08/2008

09/51965/004 - Erection of fence on top of wall to provide a finished height of 2.2m. , PERM,02/12/2009

09/51965/005 - Retention of baffle enclosure to kitchen extraction unit on roof PERM,03/12/2009

09/51965/006 - Single storey, two bedroom extension to Residential Care Home. , PERM,17/12/2009

APP/16/00656 - New blind dormer to rear elevation to accommodate communal lift., PERM,08/08/2016

APP/17/00394 - First floor extension to the north elevation and single storey extension to the front elevation with a first floor extension above (25/09/2017). Request to Discharge Condition 5 (04/01/2018). PERM,25/09/2017

APP/17/01152 - Variation of Condition 4 of Planning Permission APP/17/00394 to increase the number of residents from 33 to 34. PERM,11/01/2018

APP/21/00672 - Variation of Condition 2 of planning permission APP/17/00394 to increase the height of the flat roof between the two front facing gables, to allow for the minimum Building Regulation heights to be achieved internally. PERM,

05/08/2021

3 Proposal

- 3.1 Single storey rear extension for 3 additional bedrooms, with an increase in residents from 34 to 36.
- 3.2 The application was amended during the course of its consideration. Reconsultation was carried out.
- 3.3 The proposed works aim to ensure that all residents have single en suite facilities, to include as a minimum a WC and had basin. The proposed works also aim to increase the number of wheelchair accessible toilets and washing and bathing facilities.

4 Policy Considerations

National Planning Policy Framework July 2021
Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS16	(High Quality Design)
CS21	(Developer Requirements)
CS9	(Housing)
DM10	(Pollution)
DM13	(Car and Cycle Parking on Residential Development)
DM7	(Elderly and Specialist Housing Provision)

Havant Borough Local Plan (Allocations) July 2014

AL1	(Presumption in Favour of Sustainable Development)
DM24	(Recreational Disturbance to Special Protected Areas (SPAs) from Residential Development)
AL2	(Urban Area Boundaries and Undeveloped Gaps between Settlements)

Submission Version Havant Local Plan

E22	(Amenity and pollution)
DR1	(Delivery of Sustainable Development)
E1*	(High quality design)
H1*	(High quality new homes)
H5*	(Retirement and specialist housing)
E16	(Solent Special Protection Areas)
EX1	(EX1 Water Quality impact on the Solent European Sites)

Listed Building Grade: Not applicable.
Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

Community Infrastructure, Planning Policy & Urban Design

Given the description of the development, as a 'Residential Care Home', this

application would appear not to be CIL Liable nor need to provide mitigation under the Solent Recreation Mitigation Strategy.

Pending a response from Natural England on the 'HRA', instructions should be passed by the Case Officer to the CI Team to issue the Nutrient Neutrality Unilateral Undertaking. As there is an increase in overnight accommodation the additional units would need to be nutrient neutral. Paragraphs 2.10 and 2.11 cover this type of application within the Council's Position Statement and Mitigation Plan for Nutrient Neutral Development.

See also <https://www.havant.gov.uk/nitrogen-developers>

Councillor Leah Turner - Hayling East

No comments received

Councillor M Wilson - Hayling West Ward

No comments received

Councillor R Raines - Hayling East

No comments received

Environmental Health Manager, Community Group

No comments received

Hampshire Highways

No objection.

Comments:

The application seeks to provide an additional 3 bedrooms to the care home. It is noted that no additional car parking spaces will be provided as part of the expansion, despite the potential requirement for additional staff and visitors to the site. HBC should therefore determine in their capacity as local parking authority whether the current quantum of parking will meet adopted parking standards for the expansion. Having reviewed the documentation submitted in support of the planning application Highways Development Planning is satisfied that the proposal would have no detrimental impact on highway safety or operation.

Traffic Management, East Hampshire District Council

The Traffic Team have no adverse comment to make.

Environmental Health

Have no objections to the proposal.

Recommend a condition regarding external lighting and informative on hours of working. Also comment regarding dust control and bonfires.

Natural England

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

DESIGNATED HABITATS SITES – NO OBJECTION SUBJECT TO SECURING APPROPRIATE MITIGATION

This advice should be taken as Natural England's formal **representation on**

appropriate assessment given under regulation 63(3) of the Conservation of Habitats and Species Regulations 2017 (as amended). You are entitled to have regard to this representation.

With regard to European Sites, Natural England does not object to the granting of this permission subject to the advice given below.

Your appropriate assessment concludes that your authority is able to ascertain that the proposal will not result in adverse effects on the integrity of any of the sites in question. Having considered the assessment, and the measures proposed to mitigate for all identified adverse effects that could potentially occur as a result of the proposal, Natural England advises that we concur with the assessment conclusions.

Your authority has measures in place to manage potential impacts through contributions to an agreed strategic solution which we consider to be ecologically sound. Natural England is of the view that if these measures, including contributions to them, are implemented, they will be effective and reliable in preventing harmful effects on the Habitats Site(s) for the duration of the proposed development.

This advice is provided on the basis that all mitigation measures will be secured as planning conditions or obligations by your authority to ensure their strict and timely implementation for the full duration of the development. Your authority should be assured that proposed financial contribution rates are proportionate to the identified effects of the proposed development, suitably precautionary, and in line with the Retail Price Index, where relevant. Provided that your authority is assured and satisfied that the budget calculations are suitably precautionary and accurately reflect the proposal, then Natural England raise no concerns with regard to the nutrient budget. We recommend a condition that secures the water use of 110 litres per person per day.

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 16

Number of site notices: 1.

Statutory advertisement: Not applicable.

Number of representations received: 2

Two letters of representation raising the following issues:

- Will create further noise due to increase in staff which are already noisy taking breaks in the garden
- Loss of light due to height of extension
- Loss of privacy
- Fence low for residents getting loose and getting in the back garden

7 Planning Considerations

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Impact upon the character and appearance of the area
- (iii) Impact upon residential amenity
- (iv) Amenity space for residents
- (v) Parking provision
- (vi) CIL
- (vii) Compliance with Habitats Regulations

(i) Principle of development

7.2 The application site is situated within an urban area where further development is considered acceptable subject to the usual development management criteria.

(ii) Impact upon the character and appearance of the area

7.3 The existing building has been extended over a number of years and has become much larger than those in the immediate locality. However, the resultant building now forms part of the character of the area and the street scene. The extensions that have been carried out are of sympathetic design and as such, the resultant building does not harm the character of the area.

7.4 The current submission would further increase the size of the building. However, the design of the proposals (as amended) would not be dissimilar to the southern side of the building.

7.5 It is not considered that the proposed development would constitute overdevelopment of the site, however, further additional extensions would unlikely be supported.

7.6 It is considered that there would be no adverse impact on the character of the area as a result of the development.

(iii) Impact upon residential amenity

7.7 The objections are noted; however, it is not the intention to increase staff numbers as a result of the proposals. Due to the single storey nature of the proposals, it is not considered that there would be any unacceptable loss of privacy as a result of the development. It is also considered that the proposals would not result in any significant adverse impacts on the amenities of adjacent properties by reason of loss of light or appearing overbearing.

(iv) Amenity space for residents

7.8 The current proposals are very similar to what was initially submitted under application APP/17/00394 for extensions. That application was amended to exclude the proposed single storey element. This was due to officer concerns about the reduction in amenity space for the residents.

7.9 This matter was reassessed by another officer subsequent to the 2017 scheme. However, due to Covid restrictions it was not possible to conduct a site visit until recently.

- 7.10 It was possible to fully assess the current proposals and the impact this would have on the resultant amenity area for residents. It was apparent that the existing amenity area is well kept and offers a pleasant environment for residents to enjoy. In addition to the grassed areas, there are smaller more secluded areas that offer outside seating.
- 7.11 In terms of the quantum of amenity area required for care homes, there is no specific quantum in Policy CS9 (Housing). However, the supporting text states, inter alia, proposals for elderly or specialist forms of accommodation need to enable residents to enjoy open space where relevant.
- 7.12 Policy DM7 (Elderly and Specialist Housing Provision) also has no specific quantum of amenity space for residents, however, it states that such forms of development will only be permitted if, among other things, it is demonstrated that appropriate levels of on-site amenity space is accessible for residents use and which provides a satisfactory outlook for residents.
- 7.13 The explanatory paragraphs of Policy DM7 comments that amenity space, in this instance, is defined as landscaped spaces within the development as opposed to public spaces which differ in how they are used. It further states that proposals for elderly or specialist forms of accommodation need to enable residents to enjoy amenity space within the grounds of the development. In addition, it states that a satisfactory outlook consists of an area of landscaped space and that residents should be able to enjoy the outlook from their individual rooms.
- 7.14 In support of the application, the applicant has provided a landscape plan which identifies proposed planting and other features. In addition, design amendments have been made to alter the orientation of the proposed bedroom windows to provide an enhanced outlook from the bedroom windows.
- 7.15 The applicant makes reference to the CSCI Care Home Regulations, which state, inter alia, that each resident must have a minimum 12 sq m bedroom space with at least 4.1 sq m of communal space. The total external communal space totals 450 sq m, which equates to 12.5 sq m per resident and therefore, in numerical terms, conforms with the Care Home Regulations.
- 7.16 It is unlikely that all residents would be using the amenity areas at the same time. Whilst acknowledging that the single storey element was removed from a previous scheme because of concerns at the reduction in amenity area for the residents, in numerical terms the amenity space is in accordance with the Care Home Regulations. In addition, it is also considered that the resulting amenity areas, with the proposed additional landscaping features, would be a pleasant experience for residents to enjoy.

(v) Parking provision

- 7.17 Whilst there would be an increase in the number of residents, the applicant has confirmed that none of the residents owns a car or drives a car. It has also been confirmed, as set out in the design and access statement, that no additional staff will be required to be hired as a result of the development and increase in resident numbers. Therefore, the parking provision is to provide parking for existing staff and visitors.
- 7.18 The applicant has also provided a Travel Spreadsheet that sets out the various modes

of travel by staff. This illustrates that a number of staff do not rely on travel by car or in some cases get dropped off. Other forms of travel are walking/cycling and by public transport. It identifies that, in terms of travel by car, there are a maximum of 5 staff in the mornings, 5 staff in the afternoons/evenings and 2 staff at night.

- 7.19 The parking standards recognises that schemes where residents receive a high degree of support and care will require less parking for residential homes but will need more parking for staff and visitors.
- 7.20 As noted above, there will be no increase in staff numbers as a result of the development. It is considered that the small number of increased residents would not result in significant additional visitors and not all residents would necessarily receive visitors at the same time. The parking standards also state that given the broad range of accommodation available and the varying needs of the occupants, the Council will consider the parking requirements on a case by case basis.
- 7.21 It is noted that there have been no representations regarding problems due to the care home and it is noted that there is no objection from the Traffic Team.

(vi) CIL

- 7.22 As noted above, the Community Infrastructure Officer confirms that the application is not liable for CIL.

(vii) Compliance with Habitats Regulations

- 7.23 The Council has conducted a Habitats Regulations Assessment (HRA), including Appropriate Assessment (AA), of the proposed development under Regulation 63 of The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019. The Council's assessment as competent Authority under those regulations is included in the case file. The screening under Regulation 63(1)(a) found that there was likely to be a significant effect on several Solent European Sites due to the decrease in water quality that would result from the proposed development resulting in 2 additional residents.
- 7.24 The planning application was then subject to Appropriate Assessment under Regulation 63. This included a package of measures based on the Position Statement on Nutrient Neutral Development. It is noteworthy that the type of residents were considered unlikely to generate additional recreational trips to the SPA(s) and as a result it was concluded that there would be no increased recreational harm and mitigation via the Solent Recreational Mitigation Strategy was not necessary.
- 7.25 With respect to the water quality issue and the Council's updated Position Statement, August 2020, the applicant has been able to use the mitigation scheme at Warblington Farm to offset the nitrogen from the development. A bespoke nitrogen budget was received, based on the 2 additional residents, that showed a 0.65kg/TN/year nitrogen load. A Unilateral Undertaking has been received, together with the appropriate contribution of £828.41 as nutrient mitigation. This is based on the development achieving a water efficiency of 110 l/p/p/d and to ensure these measures are provided as part of the development, and for ongoing compliance, it is necessary to add 2 conditions.
- 7.26 The Appropriate Assessment concluded that this is sufficient to remove the significant effect on the SPAs which would otherwise have been likely to occur. The HRA was

subject to consultation with Natural England as the appropriate nature conservation body under Regulation 63(3) who have confirmed that they agree with the findings of the assessment and raise no further objection.

8 Conclusion

- 8.1 The proposed development would provide additional accommodation for those in need of care and would also improve existing facilities. It is considered that the proposed development would not result in any adverse impact on the character of the area or adversely impact upon neighbouring amenity and that adequate amenity area would be provided for existing and future residents. Sufficient mitigation is available to ensure nutrient neutrality.

9 RECOMMENDATION:

That the Head of Planning be authorised to **GRANT PERMISSION** for application APP/20/01014 subject to the following conditions:

- 1 The development must be begun not later than three years beginning with the date of this permission.

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

- 2 The development hereby permitted shall be carried out in accordance with the following approved plans:

1618 - 149A - LOCATION & BLOCK PLAN

1618 – 151B - PROPOSED APPROVED SITE PLAN

1618 – 152A – PROPOSED LANDSCAPING SITE PLAN

1618 – 450A – EXISTING & PROPOSED GROUND FLOOR PLAN

1618 – 451A - PROPOSED FIRST FLOOR PLAN

1618 – 550 – EXISTING & PROPOSED WEST ELEVATIONS

1618 – 551 – EXISTING & PROPOSED SOUTH ELEVATIONS

1618 - 552B - EXISTING & PROPOSED EAST ELEVATIONS

1618 - 553B - EXISTING & PROPOSED NORTH ELEVATIONS

1618 - 452A - PROPOSED ROOF PLAN

Reason: - To ensure provision of a satisfactory development.

- 3 The external materials used shall match, in type, colour and texture, those of the existing building so far as practicable.

Reason: In the interests of the amenities of the area and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework.

- 4 The accommodation to be provided by the care home following the implementation of the extensions hereby permitted shall be limited to only 36 residents unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the amenities of the locality and having due regard to Policy DM7 of the Havant Borough Local Plan (Core Strategy) and National Planning Policy Framework 2021.

- 5 External Lighting

No floodlighting or other form of external lighting scheme shall be installed unless it has been approved by the Local Planning Authority. Such details shall include, Location, height, type and direction of light, and intensity of illumination. Any lighting scheme agreed in writing by the Local Planning Authority shall not thereafter be altered without prior consent other than for routine maintenance, which does not change its details.

Reason: To protect the occupants of nearby residential properties from light disturbance / pollution.

- 6 The development hereby permitted shall not be occupied until the proposed landscape works, as shown on drawing number 618 – 152A, have been completed.

Reason: To ensure the provision of landscaping in accordance with the approved design and having due regard to policy CS16 of the Havant Borough Core Strategy 2011.

- 7 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; and
- (b) All measures necessary to meet the approved water efficiency calculation have been installed.

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. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without

having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. 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 Council have had regard to Regulation 63 of the Conservation of Habitats and Species Regulations 2017, Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011, and Policy E14, EX1 and E12 of the Pre-Submission Havant Borough Local Plan.

- 8 At all times following occupation of the development hereby approved, all measures necessary to meet the approved water efficiency calculation shall be maintained so as to ensure that no more than 110 litres per person per day shall be consumed in the development in perpetuity.

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. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. 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 Council have had regard to Regulation 63 of the Conservation of Habitats and Species Regulations 2017, Policy CS11 of the Havant Borough Local Plan (Core Strategy) 2011, and Policy E14, EX1 and E12 of the Pre-Submission Havant Borough Local Plan.