

REPORT TO THE SOUTHERN AREA PLANNING COMMITTEE

Date of Meeting:	4 October 2012		
Application Number:	S/2012/0893/Full		
Site Address:	8 Old Castle Hill, Salisbury SP1 3SF		
Proposal:	Alterations and extensions to exiting nursing home to incorporate better access and layout throughout the building.		
Applicant / Agent:	The Project Support Practice.		
City/Town/Parish Council	Salisbury City Council		
Electoral Division	St. Francis and Stratford	Unitary Member	Cllr Mary Douglas
Grid Reference:	Easting: 414194	Northing: 132504	
Type of Application:	Minor		
Conservation Area:	Cons Area: -Stratford Sub Castle	LB Grade:- NA	
Case Officer:	Mrs. Janet Wallace	Contact Number: 01722 434687	

Reason for the application being considered by Committee

Cllr Mary Douglas has called the item to committee on the grounds of relationship to adjoining properties. The City Council does not object to the proposal.

1. Purpose of report

To consider the above application and to recommendation of the Area Development Manager that planning permission be **GRANTED** subject to conditions.

2. Report summary

The main issues in the consideration of this application are as follows

1. Policy considerations
2. Visual impact/Conservation Area/Design
3. Impact upon amenities
4. Provision of Amenity Open Space
5. Archaeology,

5 letters of objection, two of which are from Salisbury City Councillors (St. Francis and Stratford ward and Harnham ward).

Salisbury City Council has no objections

Wiltshire Council Archaeology has no objections.

3. Site Description

The site is an existing Nursing Home, providing 25 beds, located on the Old Castle Road. Old Castle Road is to a short stretch of classified road which links the A345 (Castle Road) with Ford Road. Opposite the Nursing Home is a large public house The Castle Inn. The

pub is a Harvester Inn with a large car park, whose name derives from its proximity to the ancient monument of Old Sarum.

The Nursing Home is a mainly three storey building, which has been extended in a piecemeal fashion. It primarily consists of a much extended, converted, large, detached dwelling, with an external lift shaft and fire escapes. To the rear of the main building, is a separate bungalow annexe, a chair lift and ramped access to the rear gardens. The latter is required because the site is on ground which rises to the east and so the buildings have been cut into the site. The parking and turning area, located at the front of the site can accommodate 8 vehicles.

The area around the site, is an established residential, consisting of individually designed large houses on substantial plots. To the north of the Nursing Home is a single property (no.9 Castle Road) with a large garden which extends to the full depth of the Nursing Home site. To the south of the application site are three properties sited at right angles to the property, (The Beeches, Little Orchard, Old Castle House). They have vehicular access off a private drive from Old Castle Road.

4. Relevant Planning History

Application number	Proposal	Decision
8334	Extension	A 22.11.62
D380	Extension	R 20.10.70
81/0863	Change of use from residential to old peoples home.	AC 26.08.81
82/0135	Erection of fire escape	A 24.0382
83/0294	Alterations to form additional bedroom	AC 22.04.83
86/0270	Alterations and additions to rest home and staff accommodation	AC 25.04.86
91/1364	Change of use from staff bungalow to nursing accommodation as part of dual registration (residential home for the elderly/nursing home)	AC 29.11.91
91/1365	Extension of lift shaft	AC 28.11.91
95/1216	Extensions to provide additional 20 no. residential bedrooms	R 22.02.96 Appeal dismissed 06.11.96
06/1009	Erection of PVCU Conservatory to rear of property at 8 Castle Road	AC 06.07.06
10/1027	Alterations and extensions	AC 08.08.10

5. Proposal

The Nursing Home currently provides 25 beds over three floors within the main building together with the four rooms in the bungalow annexe at the rear. It is proposed to demolish the bungalow at the rear of the property, remove the lift shaft and vents as well as the external fire escapes. It is then proposed to alter the front elevation of the building, so that it is fully three storeys across the whole width of the site and erect two, two storey wing extensions to the rear of the original building. Through internal re-organisation of the existing bedrooms, including the provision of en-suite facilities, the overall number of bedrooms will only increase by five, to create a Nursing Home with 30 bedrooms. The

ramps and other structures in the rear will be removed, a new communal area provided and it is proposed that the garden be re-designed to make access to it simpler for residents.

6. Planning Policy

National Planning Policy Framework

Saved policies of the Salisbury District Local Plan which are part of the South Wiltshire Core Strategy:

G1 & G2 - General - General criteria for development

H8 - Housing Policy Boundary

D3 - Design criteria for extensions

CN8 - Views into and out of the Conservation Area

CN21, CN22 & CN23 - Archaeology

TR11 & TR14 - Off street parking for cars and bicycles

R3 - Public open space

PS2 - Extensions to existing nursing homes

Salisbury District Council SPG

Creating Places

7. Consultations

Salisbury City Council

No objections

Archaeology

Potential for significant archaeological remains to be present, and consider that a condition for a programme of archaeological works in the form of a watching brief appropriate.

Highways

Not yet received, but no objections were made in relation to the previous proposal in 2010 to expand nursing home by five rooms

Conservation

No objections

8. Publicity

The application was advertised by site notice, and neighbour consultation which expired on 1 August 2012.

Five, third parties (two of them Salisbury City Councillors and three from immediate neighbours) **objected** on the following general grounds:

- Immediate neighbours were not notified and there were delays in placing objectors' letters on web site. Why were different neighbours consulted in 2010 from this time around?
- A City councillor recommends Wiltshire Planning Committee arranges a site visit
- Proposal, significantly increases mass of building, will be visually intrusive
- Plans are misleading. In reality there is less space, than shown between The Beeches and the Nursing Home.
- New bedroom windows on southern side will overlook neighbours, rather than the courtyard of the Nursing Home. Also one repositioned window will overlook neighbour; design should be reversed to preserve privacy of neighbours.

- Loss of privacy
- Increase in number of vehicles, will create congestion. Lack of adequate parking at Old Castle Inn already creates problems
- Concerns regarding how access will be achieved during building works
- Equal emphasis should be placed upon creating a garden at the rear as last time

One letter of **comment** was received from an immediate neighbour seeking to ensure that rerouting of the kitchen extractor fan does not create noise or smell problems for their adjacent patio.

9. Planning Considerations

9.1. Policy considerations

The general background to this proposal is that a scheme to extend this nursing home by creating large extension on the northern boundary (to provide an additional 20 rooms, subsequently reduced to 17 rooms on appeal) was refused at appeal in 1995. A subsequent smaller scheme, (S/2010/1027) to extend this nursing home by 5 bedrooms was judged acceptable. The 2010 consent allowed for the building to be re-organised internally and extended so as to achieve current standards for accommodation as well as providing an additional 5 bedrooms. This scheme has not been implemented but because, the current building has been extended in a piecemeal fashion and is therefore inefficient with poor circulation, ramps and chair lift: improvements to the site are still needed. Having further considered the needs of the site, the applicants have submitted this revised scheme. It aims to further improve the design of the proposed alterations and extensions, reduce the amount of excavation required, reduce the impact on neighbours of the extensions and further improve facilities for residents.

In general terms, both national and local planning policy principles and aims are unchanged since the previous application was determined. However, the revised scheme needs to be considered against the relevant national policies within the NPPF as well as those of the South Wiltshire Core Strategy. This latter incorporates much of the Salisbury District Local Plan (June 2003).

The Local Plan designates the application site, which is located on the northern edge of the city of Salisbury, as being within the Housing Policy Boundary. It is also adjacent to and overlooks the Conservation Area.

The proposal is to extend the existing nursing home and therefore the proposal can be considered under policy PS2 which states that proposals to expand existing facilities within the existing boundaries of the site will be acceptable if the site is within or adjoining a settlement, is a detached property with adequate space and located close to facilities and services. As the building is detached with a large garden and is sited on the northern edge of the city, in principle the proposal complies with these policies and with the sustainability aims and objectives of both local and national policies. However, the proposed development must also be assessed against the design policies of the Local Plan, and in particular Policy D3 which relates to the need to encourage good design and for new development to respect the character and appearance of the surrounding area in respect of scale, height, massing, layout and materials. Policies TR11 and TR14 seek to ensure that new developments are provided with an acceptable level of provision of on-site parking spaces and secure cycle parking spaces respectively, while Policy R3 requires that development proposals for nursing homes should provide on-site amenity space. Policy CN8 seeks to

protect and conserve the character and appearance of the Conservation Area by considering the views into and out of it in order to conserving its quality.

The thrust of current local and national guidance is to encourage development in sustainable locations which offer a good range of community facilities and with good access to jobs, key services and infrastructure and which are served by public transport and offer the greatest opportunities for access by walking and cycling thereby reducing the dependency on the private car. The site of the Nursing Home is on the edge of the settlement of Salisbury and therefore in a sustainable location and so would appear to comply with policy G1 and compliance with policy G2 which relates to the general criteria against which development proposals will be assessed, is discussed elsewhere in this report.

9.2. Visual Impact/Impact on Conservation Area/Design, compared with permitted scheme

In assessing the visual impact of the proposed development on the character and appearance of the locality and in particular on the adjacent Conservation Area the development must have regard to the high quality of the surrounding area, be sympathetic to its surroundings and of a high standard of design. In determining the appeal in 1996, when permission for a 2-storey, 17-bed 'T' shaped extension to the rear of the site, was refused, the Appeal Inspector whilst not commenting on the design of the extension; judged that *"the visual impact to the neighbours on both sides however, could not avoid being considerable, if only through the intrusion of a major building into what is in effect a rear garden area."*

In light of these conclusions of the Appeal Inspector, the impact of this revised scheme on the locality must be considered in relation to that previous scheme. In doing so, it is recognised that the overall footprint of the current proposal, has been reduced in comparison with both the earlier refused appeal scheme and the subsequent approved 2010 scheme.

The design of the proposed extensions does represent an improvement in comparison with the earlier approved scheme and the appeal proposal. Whilst the main building will have a greater scale and massing, the extension in this part of the building has been designed to remove the large lift shaft on the front elevation and compliment the design of the original building. The proposal has been designed so that it gives the impression that the whole of the front elevation was originally constructed to a similar design. Unlike previously, this scheme, introduces two rear extensions, instead of one, but reduces their visual impact. The separate bungalow which is in the rear garden would still be removed. The rear additions will be cut into the partially raised main roof of the building and in design terms the roofs of the extensions would have a pitch to matches the existing main building. The increase in the bulk of the main building will enable the extensions to be more compact than previously, reducing their impact on the rear garden. The proposed conservatories will also aid in visually reducing the bulk of the extensions to the rear and assist in visually limiting the overall scale and massing of the structure, which will not intrude quite so extensively into the rear garden. Therefore it is not considered that the proposal would represent such a visual intrusion in to the rear of the property as to warrant refusal on these grounds.

An important characteristic of the area, with its substantial houses on large plots, is the spaciousness created by the surrounding gardens. By reducing the depth of the extension, this could be better retained. The previously approved scheme proposed to landscape the garden so that it could be better utilised by residents, indeed a scheme formed part of the

proposal. In this case, the applicant's have not provided a bespoke scheme but propose to employ a professional to layout the garden, as the provision of adequate amenity is of concern to the Local Planning Authority, this aspect could be conditioned.

Whilst a substantial part of the scheme, involves development to the rear of the property, the proposal to increase the whole of the front elevation to three storeys, will change the more prominent street elevation. However, it is considered that by designing the extension so that the building appears to have been conceived of as a whole, as opposed to the current situation where there is a flat roofed extension and a large prominent lift shaft, on the northern side, there would be an enhancement of the existing situation and no detriment to views out of the Conservation Area. Overall, it is considered that the proposed development would not be contrary to the aims and objectives of policies CN8, H8 and D3

9.3 Impact upon amenities compared with permitted scheme.

With regards to the issue of residential amenity, the application site has residential properties on either side and concerns have been raised by neighbours regarding their outlook, privacy as well as noise and smells from kitchen extractors. There are also concerns that the landscaping of the garden would not be undertaken.

In relation to no.9 Old Castle Road to the north of the site, the proposed rear extension would be set approximately 4.5metres from the boundary, slightly more than the 2010 scheme when it was approximately 3.0/3.5m from the boundary. The nursing home is set on a steep slope and the extension, which will extend approximately a further 10m into the garden, is to be cut into the ground, with the conservatory at ground level. The dwelling at no.9 Old Castle Road is set close to the boundary with the nursing home but the extension has been set away from this boundary and it is not considered that it would appear overbearing. As the extension is set into the ground, and has a height similar to the existing bungalow, which it replaces, though with the addition of a pitched roof, and is to the south of this property, it is not considered that the proposed development would result in such a loss of light as to warrant refusal on these grounds. Additionally, the extension removes most of the windows on the elevation facing no.9 Old Castle Road, introducing only high level windows which serve a corridor.

The dwelling at no.9 Old Castle Road is set immediately adjacent to the nursing home building. The raising of the roof to the main building whilst retaining the steep pitch, would increase the bulk of the building on this side, however as the design of a hipped roof is to be retained, it is not considered that this aspect of the increase in size of the building would appear overbearing. Currently there is a high level bathroom window in the side elevation, of the main building, separated from no.9 by the flat roofed extension. The proposed scheme creates a large bedroom window in this position, but closer to no.9; but as the aspect of this window will be over the roof of no.9, this is considered acceptable. Indeed the prime concern of this neighbour are with noise and smells from kitchen extraction which could be covered by a condition.

With regards to the three properties to south of the site, two currently overlook the rear garden of the Nursing Home and one (The Beeches) the side elevation of the Nursing Home. Whilst it is accepted that the outlook of all three will be changed, the proposed extension on the southern side of the main building, which will extend approximately 10metres into the garden. It would be set between 1.5 and 3metres from the boundary of the private access drive which serves The Beeches and the other properties, but would be approximately 18m from The Beeches itself. The private access drive runs up the slope, to serve Little Orchard and Old Castle House and as the Nursing Home's extension is to be

cut into the ground, it could be conditioned to be screened from both the drive and the neighbouring properties beyond. The extension includes first floor bedroom windows in the elevation facing to the south, however, as the ground is rising, these will be largely screened and it is considered that they would not result in any material harm to the amenities of the occupants of these neighbouring properties and so it is considered that their impact on the adjacent properties is not sufficient to warrant a refusal on these grounds.

In the appeal case, in 1995, the inspector commented on the impact of likely increase in traffic resulting from the increase in staff and visitors to serve the proposed 17 additional bedrooms on the amenities of the neighbours, stating that *major extensions would significantly increase the accommodation* and the number of residents and would inevitably increase the amount of traffic. However, unlike the appeal scheme, the overall increase proposed this time is only five bedrooms.

In support of the proposed development, the applicant has provided some details of the current staff numbers and the information that there is unlikely to be any increase in the numbers of nursing or management staff employed due to this small expansion of the facilities. Given the likelihood, that no additional staff will be required to service these additional five bedrooms, a very limited additional amount of traffic is likely to be generated by this scheme. The Highway Authority came to a similar view in 2010 and raised no objections to the proposed expansion of the Nursing Home. On this basis the proposal would appear to be in accordance with Local Plan policies.

9.4 Provision of Amenity Open Space

The Local Planning Authority recognises that nursing/rest home accommodation generates different needs for open space provision to that of residential dwellings because of the greater reliance that their occupants have on on-site amenity space and the very limited demand for public recreational facilities. On-site amenity space is therefore important in these types of development providing pleasant views from habitable rooms within the development and as sitting out areas for residents. As such, it is considered important that amenity space be of a sufficient size and landscaped to provide an attractive sitting out area/environment. In this instance, the proposal includes the proposal to commission a landscaping of the current garden area to the east of the buildings so as to provide an external amenity/garden area that is accessible from the building and that will provide a sunny open aspect.

Given the nature of care provided in a nursing home and that the amenity provision could be carefully designed, provided any consent is conditioned so that a well designed scheme is proposed and implemented prior to the occupation of the extension of the Nursing Home, it is considered that the proposed development would provide acceptable on-site amenity provision in accordance with Policy R3 of the Adopted Local Plan.

9.5 Archaeology

The site is within an area of archaeological sensitivity and evaluation and excavation has been undertaken on neighbouring properties. Additionally when considering the earlier proposals, a programme of archaeological works, in the form of an archaeological watching brief, was recommended. The County Archaeologist therefore recommends that a condition be placed on any consent to alter and extend this building, requiring a programme of archaeological works, in the form of an archaeological watching brief, to be carried out during construction

10. Conclusion

The Local Planning Authority accepts that in principle the proposed expansion of the existing nursing home complies with Policy PS2 and that a shortage of long-term beds in nursing homes does exist in the area. The proposed extensions will be within the established boundary of the existing Nursing Home and in view of their scale and design will have no detrimental impact upon the Conservation Area. In comparison with the scheme that was refused on appeal, it is considered that the extensions would not be a visual intrusion into the rear garden and would have little impact upon amenities of the neighbours. In comparison with the 2010 scheme for a single large rear extension, it is considered that this scheme, which incorporates a wider site frontage and two extensions, extending only slightly beyond the current ad-hoc extensions, will with the removal of the prominent lift shaft, be an enhancement of the whole site and would have little impact upon amenities of the neighbours. Therefore, though the bulk and scale of the revised scheme is greater than previously approved, it is considered that overall; the scheme would be in accordance with local and national policies.

11. Recommendation:

Planning Permission be GRANTED for the following reasons:

The proposed development, accords with the provisions of the Development Plan, and in particular Policy PS2 (Nursing Homes), G1 and G2 (General Criteria for Development), D3 (Design criteria), CN8 (Conservation Area), CN23 (Archaeology) TR11 (Parking), R3 (Public Open Space) of the Salisbury District Local Plan (which is a 'saved' policy of the adopted South Wiltshire Core Strategy) insofar as the proposed development is considered compatible in terms of its scale design and materials would not affect the character of the surrounding Conservation Area and AONB.

Subject to the following conditions

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

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

2. No development shall commence within the area indicated (proposed development site) until:

- a) A written programme of archaeological investigation, which should include on-site work and off-site work such as the analysis, publishing and archiving of the results, has been submitted to and approved by the Local Planning Authority; and
- b) The approved programme of archaeological work has been carried out in accordance with the approved details.

REASON: To enable the recording of any matters of archaeological interest.

POLICY: CN23 Archaeology

3. No development shall commence until details and samples of all external facing and roofing materials to be used have been submitted to, and approved in writing by, the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

REASON: To ensure that the external appearance of the building is satisfactory.

POLICY: D3 Design criteria

4. No development shall commence on site until a scheme of hard and soft landscaping has been submitted to and approved in writing by the Local Planning Authority, the details of which shall include:

(a) indications of all existing trees and hedgerows on the land;

(b) details of any to be retained, together with measures for their protection in the course of development;

(c) all species, planting sizes and planting densities, spread of all trees and hedgerows within or overhanging the site

(d) finished levels and contours;

(e) hard surfacing materials;

REASON: To ensure a satisfactory landscaped setting for the development

POLICY: G2 General criteria for development and R3 on-site amenity space

5. All soft landscaping comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the first occupation of the building(s) or the completion of the development whichever is the sooner; All shrubs, trees and hedge planting shall be maintained free from weeds and shall be protected from damage by vermin and stock. Any trees or plants which, within a period of five years, die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the local planning authority. All hard landscaping shall also be carried out in accordance with the approved details prior to the occupation of any part of the development or in accordance with a programme to be agreed in writing with the Local Planning Authority.

REASON: To ensure a satisfactory landscaped setting for the development and the protection of existing important landscape features.

POLICY: G2 General criteria for development and R3 on-site amenity space

6. No development shall commence on site until details of any screen walls and/or fences have been submitted to and approved in writing by the Local Planning Authority. The screen walls and/or fences shall be erected in accordance with the approved details prior to the occupation of the Nursing Home extensions hereby permitted and shall be retained and maintained as such at all times thereafter.

REASON: To prevent overlooking & loss of privacy to neighbouring properties.

POLICY: G2 General criteria for development

7. Development shall be in accordance with the details of the construction method statement received on 11 June 2012

REASON: In the interests of the prevention of pollution of the groundwater source protection area

POLICY: G2 General criteria for development

8. During demolition and construction works, no machinery shall be operated, no process shall be carried out and no deliveries taken at or despatched from the site outside the following time 0800 to 1800 on Mondays to Saturdays and there shall be no activities/working on Sundays, Bank and Public Holidays.

REASON: To avoid the risk of disturbance to neighbouring dwellings/the amenities of the locality during unsocial hours.

POLICY: G2 General criteria for development

9. There shall be no external lighting of the site

REASON: In the interests of the amenities of the neighbours

POLICY: G2 General criteria for development

10. Notwithstanding the provisions of the Town and Country Planning (Use Classes) (Amendment) Order 1987 and the Town and Country Planning (General Permitted Development) Order 1995 or any subsequent re-enactments thereof, the development hereby approved shall be used solely as a nursing home and for no other use purposes, whatsoever, including any other purpose in Class C2 of the Town and Country Planning (Use Classes) Order 1987 or any subsequent re-enactment, without formal planning permission first being obtained.

REASON: To enable the Local Planning Authority to retain planning control over the use of the building hereby permitted in the interests of the amenities of the neighbours.

POLICY: G2 General criteria for development, and PS2 Extension of nursing homes

11. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (as amended by the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2008 (or any Order revoking or re-enacting or amending that Order with or without modification), no windows, rooflights, doors or any other form of openings other than those shown on the approved plans, shall be inserted in the northern or southern elevations of the extensions hereby permitted.

REASON: In the interests of residential amenity and privacy.

POLICY: G2 General criteria for development

INFORMATIVE

In relation to condition 09 above, this restriction does not relate to small scale lighting apparatus required for fire exits etc. Planning Permission would be required only for a larger scale lighting scheme e.g. lighting on poles around the site, or larger scale arc light type lighting apparatus.