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SPECIALIST PLANNING & DEVELOPMENT CONSULTANTS

Planning, Heritage, Design and Access Statement

To support an application for an 8 bedroom extension, at:

Westergate House, Denmans Lane, Westergate,
Fontwell, BN18 0SU

On behalf of Barchester Healthcare Ltd
Planning Portal Ref: PP-07387570

November 2018

Walsingham Planning

Bourne House
Cores End Road
Bourne End
Buckinghamshire
SL8 5AR

1.0 INTRODUCTION

- 1.1 This statement accompanies the application seeking full planning permission and Listed Building Consent for an 8 bedroom extension to Westergate House, a Barchester care home.
- 1.2 There has been a twice renewed permission for a very similar extension, originally granted consent in 2006 and renewed in 2009 and 2012. It is noted that the Council did not require a Listed Building Consent application on any of those occasions. Albeit for effectively the same proposal, the current applicants nonetheless seek Listed Building Consent as well as planning permission for the avoidance of any doubt.
- 1.2 In addition to this statement the following are submitted with this application;
- Application form (Certificate B)
 - Application fee (£1,386)
 - Location Plan (2583-HIA-ZZ-XX-DR-A-01001)
 - Existing elevations (2583-HIA-01-ZZ-DR-A-04001)
 - Proposed elevations (2583-HIA-01-ZZ-DR-A-04002)
 - Existing Floorplans (2583-HIA-01-ZZ-DR-A-02001)
 - Proposed floorplans (2483-HIA-01-ZZ-DR-A-02003)
 - Existing site layout (2583-HIA-ZZ-XX-DR-A-01002)
 - Demolition plan (2583-HIA-01-ZZ-DR-A-02002)

1.1 SITE AND SURROUNDINGS

- 1.1 Westergate House is a care home, run by Barchester Healthcare Ltd (the applicant). Westergate House offers a number of different care packages for its residents including; Residential care, Nursing Care, Dementia Care and Respite Care/Short Breaks. The property is accessed via a private drive off Denman's Lane in Fontwell to the south of Arundel Road (A27). There is a large field which wraps around the site to the north, south and west.
- 1.2 Westergate House is made up of two main buildings joined by a small link corridor, the original easterly building is Grade II listed. The westerly section is a comparatively recent addition. To the north of the westerly section of the building there is a private garden for the residents with a circular 'in and out' driveway and visitor parking spaces to the north of the original building (approximately 20 spaces). To the south of the main building is a private car park (approximately 25 spaces) for staff which is accessed directly from Denman's Lane, using a separate entrance.
- 1.3 The original building is a Grade II Listed Building, with an extension on the western side adjoined by a small link corridor. To the north of the large extension is a further wing added at a later date this is rectangular in shape and provides a third side to buildings around the resident's garden. The original building (1027738) was Listed in 1984 for its architectural and historic interest. The Listing details are below;
- "Two storeys and attic. Nine windows. Stuccoed. Eaves cornice. Slate roof. Large bay of three windows on both floors towards the west end with lead parapet over. Glazing bars intact"*
- 1.4 To the north of the site there is a large open field and a small residential complex with three dwellings. Beyond this is Arundel Road (A27). To the east of Westergate House there are a number of different uses, including Denmans Garden (Garden Centre), Fontwell Park Racecourse and a Travelodge Hotel .
- 1.5 To the south of the site there is a large expanse of open countryside with residential dwellings beyond on Level Mare Lane. To the west the site is surrounded by the large field that wraps around the site. Beyond this is a residential dwelling and a private tennis court accessed from the northern section of Level Mare Lane.

- 1.6 The sites boundaries are clearly defined. To the north, west and south there are clear hedge boundaries and to the east the site is bound by Denman's Lane.

2.0 PLANNING HISTORY

- 2.1 The site has an extensive planning history that includes a renewed, but now twice lapsed permission for almost the same scheme as now proposed.
- 2.2 In May 1988 permission was granted (AL/61/87) for the “demolition of warehouse and erection of 8 no. flats/maisonettes. Conversion of house (offices) and extension to create 9 no. apartments”.
- 2.3 Permission was later granted in 1991 (AL/36/91) for “change of use from offices to a private residential school. New Georgian style sash window on ground floor south elevation, external fire escape with new window/glazed fire door at second level”.
- 2.4 In 1994 permission was granted (AL/94/93) for the “change of use of Westergate House to Nursing Home. Demolition of existing warehouse and erection of new Nursing Home annexe with link to Westergate House”.
- 2.5 In June 1995 permission was granted (AL/111/94) for an “extension to existing laundry room, extension to annexe to form pool house. Retrospective permission to form raised patio area, screen wall and new car parking layout”.
- 2.6 Permission was granted later in 1995 for a “revised layout of previously approved pool house to show bedrooms. Flue stack to boiler room and 2 flues painted black to laundry room. Installation of underground septic tank/sewage treatment plant” (AL/36/95).
- 2.7 An extension to the existing nursing home to provide an additional ten bedrooms was granted permission in 2001 (AL/97/00/).
- 2.8 The above permission lapsed before it was implemented, and permission for its renewal was granted in in 2006 (AL/5/06).
- 2.9 Later in 2006 permission was granted for an “extension to provide 8 no. bedrooms en-suite shower rooms in new wing” (AL/39/06/).

- 2.10 In 2009 the above permission was renewed before it lapsed, under reference AL/13/09/.
- 2.11 Again, in 2012 permission was granted for the “renewal of unimplemented planning permission AL/13/09/ - Two storey extension to the north east wing providing 8 no. additional bedrooms with en suite facilities” (AL/21/12/).
- 2.12 The Officer’s Report for the original 2006 application for the 8 bedroom extension in the same position as the currently proposed extension concluded that the proposal was acceptable. It was considered by the case officer that the proposed development was acceptable in terms of both design and scale and would not detract from the Grade II Listed Building. It was not considered that the proposal would cause any detrimental harm to the residential amenity, and no objections were raised. Furthermore, it is notable that the Council did not require the then applicants to apply for Listed Building Consent.

3.0 THE PROPOSAL

- 3.1 The proposed development comprises a two storey extension which will offer an additional 8 bedrooms at Westergate House, designed to Barchester's new improved quality. The additional bedrooms will be located across two floors, with four bedrooms on each floor. The proposed extension will join the east elevation of an existing extension. The bedrooms will be accessed via an existing corridor which is currently used to access the 4 existing bedrooms on each floor.
- 3.2 The new bedrooms will be provided in accordance with the upgraded standards that the applicants now apply in all new build schemes. All of the rooms will have en-suite shower rooms rather than just en-suite toilets and wash hand basin facilities. These enhanced facilities are much welcomed by residents obviating the need for tiring and at times difficult trips to shared shower facilities. It is this enhancement that makes the current proposal marginally larger than the previously approved similar scheme.
- 3.3 The external materials proposed for the extension have been selected to match the existing building. The doors and windows will be white painted timber. The exterior walls be finished with a smooth render and painted white to match the existing building, and the proposed roof will be made of natural slate behind a parapet wall in order to match the roof of the existing building.
- 3.4 The east elevation of the proposed extension will face out onto the garden, looking towards the main building.
- 3.5 The proposed development does not include any alterations to the car parking layout or access to the site.
- 3.6 The development will improve and increase the homes residential care offer and will create more jobs which will be sourced locally if at all possible. An additional 8 bedrooms will require cleaning and the new residents will increase the demand for nursing care.

4.0 NATIONAL PLANNING POLICY

- 4.1 A revised version of the National Planning Policy Framework (NPPF) was recently published in July 2018. This section sets out the relevant policies from the NPPF with regards to the development proposal at Westergate House.

Sustainable Development

- 4.2 Paragraph 11 of the NPPF addresses the presumption in favour of sustainable development and states that both Plans and decisions should apply this presumption.
- 4.3 With regard to plan-making this means that all Plans should positively seek opportunities through development to meet the needs of the local area and be flexible and able to adapt to any rapid changes that might occur. Determination of individual proposals should be made with the presumption, in favour of sustainable development in mind, involve approving any development proposal that accords with an up-to-date Development Plan.

Principle of development

- 4.4 Paragraph 59 of the NPPF supports the Government's objective to significantly boost the supply of housing, and acknowledges that there are a number of different 'types' of homes that are needed, including those for groups with *"specific housing requirements"*.
- 4.5 Paragraph 61 leads on to state that planning policies should reflect the different size, type and tenure of housing required for different groups within the community, including *"older people"*.

Design

- 4.6 Section 12 of the NPPF addresses the importance of well-designed places. Paragraph 124 states that *"the creation of high quality buildings and places is fundamental to what the planning and development process should achieve"* and that achieve good design is a key aspect achieving sustainable development.

- 4.7 With regard to achieving good quality design, the NPPF sets out that all new development must achieve the highest possible quality of design.

Historic Environment

- 4.8 The NPPF seeks to preserve and where possible enhance the historic environment, this is set out in section 16. Paragraph 193 states that when considering the impact of any development proposal on a designated heritage asset great weight should be given to the assets conservation and any proposal that harms a designated heritage asset must provide a clear and convincing justification.
- 4.91 Paragraph 196 of the NPPF states that where a development proposal will lead to *“less than substantial harm to the significance of a designated heritage asset”* the harm should be weighed against the public benefit of the proposal.
- 4.10 Where possible all new development proposals that affect the character or setting of a Listed Building should both preserve and enhance its character and heritage assets.

Highways

- 4.11 The additional 8 bedrooms that are proposed may marginally increase the number of visitors or staff cars coming in and out of the site. The NPPF (paragraph 109) states that development proposals should only be refused on highway grounds if they will have an unacceptable impact on highway safety.

5.0 LOCAL PLANNING POLICY

- 5.1 Arun District Council's Development Plan is made up of their Local Plan, adopted in July 2018. This section assesses the proposed development at Westergate House against the relevant policies from the Local Plan.
- 5.2 Although this application is a resubmission of a scheme originally granted consent in 2006 (AL/39/06/) the Council has adopted a new Local Plan since that time which has superseded the previous policies, so a full assessment of the new policies is set out below.

Sustainable Development/Principle of development

- 5.3 The NPPF's presumption in favour of sustainable development is mirrored in Arun District Council's adopted Local Plan. Policy SD SP1 states that the Council must take a positive approach and work proactively with the applicant to reach solutions that will contribute to sustainable development.
- 5.4 Policy H DM2 of Arun's Local Plan looks specifically at the provisions of independent living and care home facilities. The policy states that applications for new and extended independent living and care homes will be permitted where they can demonstrate the following;
- The scheme is located within the Built up Area Boundary if it is a new facility,
 - The scheme shall be easily accessible either by foot or public transport, to community and social facilities,
 - The design of the scheme shall be such that it can be easily adapted to the varying needs of the users of the scheme,
 - The design and scale of the scheme shall be appropriate to the local context,
 - Amenity space shall be provided,
 - Overall, the scheme should be located where it would support and encourage the continuation of a healthy, active lifestyle.

- 5.5 The application site does not fall within the Green Belt or any other environmental designations. Although the site is not covered by any environmental designated, it is close to the boundary of the South Coast Plains 'National Character Area Level Landscape' and the South Downs National Park.

Design

- 5.6 Local Plan Policy D SP1 states that all development proposals should “*seek to make efficient use of land but reflect the characteristics of the site and local area*”. Supporting text (paragraph 13.1.5) states that the Council requires good design to create a positive contribution to making places “*better for people*”.
- 5.7 Policy D DM1 states that all new development should pay particular attention to its form and design, ensuring the highest possible quality of design.
- 5.8 With regard to residential amenity, policy Q3 SP1 sets out that the Council will require all new development to contribute positively to the quality of the built environment and does not create any adverse impact upon residential amenity.
- 5.9 With regard to residential amenity, policy QE SP1 sets out that the Council will require all new development to contribute positively to the quality of the built environment. Development will not be permitted if it would result in an adverse impact upon residential amenity.

Historic Environment

- 5.10 Policy D DM1 states that all proposals that affect a Listed Building, should, where possible seek to preserve and enhance the buildings historic character and its setting.
- 5.11 Local Plan Policy D DM4 looks specifically at applications for extensions to existing Listed Buildings. The policy states that all such development proposals should be designed sympathetically to avoid any visual harm to the host building and its surroundings.
- 5.12 Supporting text (paragraph 13.4.4) states that often the best design approach to extensions to Listed Buildings is to simply “*reflect the style of the existing building*”.

- 5.13 Section 16 of the Local Plan addresses development that affects designated heritage assets, such as, Listed Buildings. Policy HER SP1, states that Listed Buildings will be given the highest level of protection when considering development proposals and all proposals should seek to conserve and enhance their heritage value.

6.0 ASSESSMENT

- 6.1 The preceding sections set out the relevant policies from the adopted national and local planning policy documents. This section assesses the proposal against the highlighted relevant policies.

Principle of development

- 6.2 The proposal is for a two-storey extension to an existing extension to an extension to the original Listed Building to provide an additional 8 bedrooms. The Case Officer's Report from the 2012 application (AL/21/12/) for a very similar scheme says that the proposed development is acceptable in principle.
- 6.3 National planning policies, as set out in the NPPF, support the provision of specific types of homes, including homes for the elderly. Arun District Council's Local Plan, through policy H DM2, provides further support for the provision of care homes and independent living for the elderly.
- 6.4 The proposed development at Westergate House will increase and improve the provision of care for the elderly in a suitable location, with an existing established C2 use. In accordance with policy H DM2 the proposed extension will be designed so that it is "*appropriate to the local context*".
- 6.5 The principle of this development, which will increase and improve care provisions for the elderly, is supported by both national and local planning policy.

Design

- 6.6 The Officer's Report for the previous 2012 application, which is very similar to this proposal, concluded that the proposal was in keeping with the existing building with regard to scale, design and the chosen materials, and as a result did not create any visual harm.
- 6.7 The design, location and chosen materials for the proposed extension seek to avoid any visual harm, as a result the proposal will remain in keeping with the existing building and

its surroundings. The design, location and sympathetic materials chosen for this development ensure that the highest possible quality of design is delivered and the proposal is therefore supported by the relevant national and local planning policies.

Highways

- 6.8 Westergate House has a total of 45 parking spaces located to the north and south of the building, these parking spaces are used by staff, and visitors to the home. The additional bedrooms may increase the demand for spaces in the car park, as a result of additional staff and visitors. However, nursing staff tend to work in shift patterns and therefore will not all require onsite parking at the same time. Visitors are able to come on site to visit residents throughout the day, with no set visitor times, therefore it is unlikely that each resident will have a visitor on site at any one time. As such, the additional traffic generated by the additional 8 bedrooms is not considered to have a significant impact on the parking arrangements on site, or the local road network.

Impact on the listed building

- 6.9 The proposed 8 bedroom extension will be located on the north elevation of the existing extension to an extension, to the original Grade II Listed Building. The proposal has been designed to match that of the existing extension. Permission for a very similar scheme with the same design was originally granted in 2006 and has subsequently been granted time extensions in 2009 and 2012.
- 6.10 During the consultation period for the 2006 application no objections were raised with regards to the impact of the development on the Listed Building.
- 6.11 National and Local Policies seek to ensure that no development that involves a Listed Building has any adverse impact on either its setting or character. The location of the extension, remote from the original building, matching design and careful choice of materials for this proposal ensure that there will be no adverse impact as a result of the development. As such, the proposal is supported by the relevant national and local planning policies, with regards to Listed Buildings. The proceeding section addresses the buildings heritage value in further detail.
- 6.12 Paragraph 196 of the NPPF states that any proposal that leads to “less than substantial harm” to the significance of a designated heritage asset should weigh up the harm against the public

benefit of the development. It is acknowledged that the proposed development will cause “less than substantial harm” to the Listed Building, as it brings the building line of the existing extension closer to the Listed Building. However the location, design and chosen materials ensure that this harm is less than substantial as the effect is simply a light fore-shortening of the view of the existing north wing extension.

- 6.13 The proposed bedrooms at Westergate House not only increase the provision of care for the elderly within the District but through the new standards, set by Barchester, the proposal will improve the quality of care and facilities offered. The public benefit generated through the provision of additional and improved care facilities for the elderly, in this instance, outweighs the less than substantial harm to Westergate House.
- 6.14 As mentioned previously in this section, the location design and materials of this proposal are the same as that previously approved in 2006 and renewed in 2009 and 2012. When determining these previous applications, for a similar proposal, it is assumed that the Council exercised their professional judgement with regard to the lack of harm to the Listed Building, as no Listed Building Consent application was required at all.
- 6.15 That judgement clearly implies that officers at that time felt that the proposal did not affect the “character as a building of special architectural or historic interest” ie that the scheme fell outside of the S.7 definition in the 1990 Listed Building Act. It is for the avoidance of doubt that a Listed Building Consent application is submitted in this instance even though it is only the same judgment against S.7 that is now required.

7.0 HERITAGE ASSESSMENT

Statement of significance

- 7.1 The building was Grade II listed in 1984 under the Listed Buildings and Conservation Area Act 1990. The property is listed as 'Westergate House, Denmans Lane' and the listing description is as follows:

Early C19. Two Storeys and attic. Nine windows. Stuccoed. Eaves cornice. Slate roof. Large bay of three windows on both floors towards the west end with lead parapet over. Glazing bars intact.

- 7.2 Before permission was granted for the buildings change of use to a nursing home it was previously a residential school and before that offices. As a result of these changes the building's interior has been altered to meet the needs of the use at those times. Due to internal alterations over the years the buildings heritage value is held largely in its north elevation.



Existing North Elevation

- 7.3 The significance of the building lies predominantly in its external appearance. Much of the buildings heritage value is on the north elevation, where the main entrance is located, as shown in the above photograph.

- 7.4 Since its listing in 1984 the property has had a large extension which is adjoined to the Listed Building with a small corridor.
- 7.5 The setting of the Listed Building has already been compromised somewhat by previous extensions albeit that there remains pleasant, well maintained garden surroundings. Where possible, this extension seeks to reduce any further harm to the Listed Building.

Impact on the character and setting of the Listed Building

- 7.6 The proposed extension, to provide an additional 8 bedrooms, has been carefully designed and located to preserve the setting of the Grade II Listed Building and respect the buildings historic value.
- 7.7 The significance of the Listed Building is held on the buildings north elevation. The proposed extension is located on the east elevation of an existing extension to an extension. Careful design and choice of materials will ensure that the proposed development matches that of the existing extension. As a result, the only impact on the Listed Building will be that the building line will be closer to the Listed Building, on land which is currently a private garden.
- 7.8 The below photograph shows the north elevation of the building and the existing extension to the west.



North elevation and existing extension

- 7.8 Although the building line will be closer to the original Listed Building as a result, there will still remain sufficient garden space, and as the design is the same as that of the existing extension

it is considered that this change will have “less than substantial harm” to the north elevation and the Listed Building generally.

- 7.9 The additional 8 bedrooms, designed to new higher standards, will improve the provision and quality of residential care within the District. The public benefit of increasing and improving the care offer is considered to outweigh the less than substantial harm to the Listed Building.
- 7.10 The 8 bedroom extension was originally granted consent in 2006 and has been subsequently renewed a number of times since such times. There have been no previous objections to this application with regards to impact on the Listed Building, and no Listed Building Consent was required by the Council for the previous applications. As the proposal remains the same, there still remains to be no adverse impact on the character or setting of the Listed Building.

8.0 DESIGN AND ACCESS

Access

- 8.1 Although the guests living at the care home are unlikely to drive, most residents will be visited from time to time by family and friends who are likely to travel by car, given the location of the site, close to the A27. The presence of an additional 8 bedrooms may increase the total number of visitors coming in and out of the site.
- 8.2 The proposed development does not include any alterations to the site access or parking arrangements. Any visitors to those living in the new bedrooms will access the site via Denman's Lane and park in the existing car park.
- 8.3 Visitors are allowed to come to the care home throughout the day, with no specific visitor time allocations, and nursing staff will work in shift patterns. Therefore it is unlikely that all of the residents will have visitors on site at the same time, so it is unlikely that the car park will ever be at full capacity. The existing 45 spaces will be sufficient for the existing demand for parking and that generated by the additional 8 bedrooms.
- 8.4 In 2012, the Officer's Report states that there were no objections from the Council's Highway Engineers as there were no changes from the 2009 application (AL.13.09/). The Council concluded that there would be no adverse impact on highway safety as a result of the development.
- 8.5 Paragraph 109 of the NPPF states that local authorities should not grant planning permission for any proposed development if it would result in "*an unacceptable impact on highway safety*". The number of proposed bedrooms is minimal, when compared with the total number of bedrooms on site (69) and therefore the development is not considered to create any adverse impact on the highway network. As such the development is supported by paragraph 109 of the NPPF.
- 8.6 Through the very nature of the proposal all of the additional bedrooms are accessible for residents with additional needs.

Design

- 8.7 As previously discussed, the design of the proposed extension is the same as was originally granted consent in 2006, when no objections were raised with regards to the proposed design.
- 8.8 The design respects the host building and the setting of the Listed Building. Materials have been chosen carefully to match those used on the host building. The proposed development is sympathetically designed so as to be in keeping with the host building and surrounding area. The development proposal is therefore supported by the relevant design policies mentioned above, from both national and local policy.

9.0 CONCLUSION

- 9.1 The proposed development at Westergate House will allow the care home to provide an additional 8 bedrooms, increasing and improving its offer to those requiring residential care. The proposal, has been designed to match that of the previously approved but unimplemented scheme, to avoid causing any harm to the amenity or the character/setting of the Listed Building.
- 9.2 Since the previously approved scheme Arun District Council have adopted a new Local Plan and a revised NPPF has been published. However the development proposal is still in accordance with the relevant policies as discussed above.
- 9.3 The proposed development is supported by the relevant national and local planning policies, and as such is commended to Arun District Council. The applicant looks forward to an expeditious and favorable decision.