

<b>Application Number and Registration Date</b>	<b>MO/2018/0998 (Detailed) 07-Jun-2018</b>
<b>Applicant</b>	<b>Pathway Healthcare Ltd.</b>
<b>Case Officer</b>	<b>Mr David Webb</b>
<b>Amendments /amplifications</b>	<b>Amended by plan received 25/07/2018</b>
<b>Committee Date</b>	<b>3 October 2018</b>
<b>Ward(s)</b>	<b>Dorking North Within 20m of Dorking South Ward</b>
<b>Proposal</b>	<b>Change of use from dwellinghouse (Use Class C3) to residential care home (Use Class C2), erection of a side extension at ground and lower ground floor levels, a rear extension at lower ground floor level and a side dormer window.</b>
<b>Site Description</b>	<b>Oldenwood, Reigate Road, Dorking, Surrey, RH4 1QE</b>

**RECOMMENDATION: Approve subject to conditions**

**Summary**

The application site is located on a junction on the northern side of Reigate Road (A25) and Deepdene Vale which is on the edge of Dorking's town centre and Dorking Town Area Action Plan boundary. The site currently contains a detached three storey (plus basement) dwelling known as 'Oldenwood'. The address to the west of the application site is a former dwelling but is currently in commercial use as a dentist with parking to the rear which is accessed via the A25.

The application is to convert the building into a residential care home to provide residential accommodation for adults with learning difficulties. The proposed home will be able to accommodate a maximum of seven residents at any one time. To facilitate the proposed use the proposal includes the erection of a side extension at ground and lower ground level and

a single storey rear extension across the width of the building at lower ground level. Also proposed is a side dormer window in the south-western roof slope.

The proposed change of use is considered to comply with Mole Valley's specific policy regarding change of use applications for accommodation to provide care and rehabilitation treatment (policy CF3), as well as, the general development control criteria policies regarding character and neighbouring amenities (policies ENV22 and ENV23). As a result permission is recommended.

## 1. Development Plan

1.1. Built up area

## 2. Relevant Planning History

No relevant history

## 3. Description of Development

3.1. The application site is located on the northern side of Reigate Road or the junction with Deepdene Vale.



3.2. The site contains a detached three storey dwelling with a basement level beneath. To the south west is a dentist (Longborough Dental Surgery) which has a car park adjoining the southwestern boundary of the application site. Due to the topography of the site the main road (A25) to the south of the site is on higher land than the dwelling and the rear garden and neighbouring property to the north (The Chalet) are on a lower ground level.

- 3.3. The current application seeks the change of use of the dwelling from C3 dwellinghouse to C2 residential care home for adults with learning difficulties.
- 3.4. The physical alterations proposed to facilitate the conversion to a care home include a side and rear extension and a dormer window in the roof of the existing building. Other internal alterations to the layout are proposed to cater for the proposed use.

#### **4. Consultations**

##### **4.1. SCC Highways:**

*“The application site is accessed via Deepdene Vale, which is a private road and does not form part of the public highway, therefore it falls outside The County Highway Authority's jurisdiction. The County Highway Authority has considered the wider impact of the proposed development and considers that it would not have a material impact on the safety and operation of the adjoining public highway.*

##### **Note to Case Officer**

*According to Surrey County Council's Vehicular and Cycle Parking Standards (2018), the proposed 7 resident care home should be provided with a total of 3-4 car parking spaces, yet only 2 are proposed. The County Highway Authority (CHA) has acknowledged local residents' concerns regarding the low parking provision, particularly in terms of this leading to displacement parking on Deepdene Vale. However, the CHA will only raise an objection to a shortfall in parking if it is considered that the shortfall would lead to a danger on the adjoining public highway. Any displacement parking that takes place along Deepdene Vale is unlikely to have any implications for road safety, and is a private road. It may well cause amenity issues, which is a matter for the Local Planning Authority to consider.”*

*Officer comment: A revised parking plan has been submitted showing three parking spaces since the above response was received and therefore the proposal does comply with the CHA parking standards.*

#### **5. Representations**

- 5.1. 37 letters of representation have been received from 29 separate addresses (1 from Deepdene Vale Property Owners Association) raising the following summarised concerns:

##### **5.2. Deepdene Vale Property Owners Association**

- Deepdene Vale is an un-adopted road. The road and its verges are under the jurisdiction of the trustees.
- Trustees are concerned that the change of use will set an unwelcome precedent for other properties in Deepdene Vale
- Parking

*Officer comment: Parking is raised as a concern in many letters of representation. The site is located on a main road close to the Town Centre and is less than 5 minutes walk from the nearest public car park and bus and rail links with safe pedestrian crossings. The SCC Highway Authority have not objected on parking provision grounds.*

- Likely to lead to damage to Deepdene Vale and an increase in traffic at an already busy junction. Further information as to how these impacts will be managed should be provided.

*Officer comment: Damage to a private road would be a management issue between the owners of the road and the operators of the proposed care home. Furthermore, the increase in traffic and parking levels have been assessed by SCC Highway Authority (para 4.1) and have raised no objections on highway safety or parking grounds. Parking restrictions apply at the junction of Deepdene Vale and Reigate Road to restrict parking near the junction and this has been taken into consideration by The Highway Authority.*

5.3. The remaining letters of representation:

- Highway safety/parking  
*Officer comment: A revised parking plan has been submitted (see para 7.21) SCC have assessed access and parking and raise no objections*
- Extensions will deplete area for parking  
*Officer comment: There is considered to be sufficient space to the rear of the site for amenity and parking.*
- delivery/ visitor / emergency vehicles coming and going – the road is not suitable  
*Officer comment: the road serves over 60 other properties which would all require deliveries, visitors and emergency vehicles. Whilst this proposal would require more of these, as stated above in para 5.2, the level of parking and access is considered to be acceptable and any damage to the road would be a private management issue for the owners of Deepdene Vale and the owners of the care home.*
- Ask that Oldenwood site workers, residents, staff and visitors are prevented from obstructing this important area of Deepdene Vale  
*Officer comment: Due to the scale of works proposed are not considered sufficient to warrant a condition for a Construction Method Statement. This type of condition is normally recommended by the SCC Highway Authority however this has not been recommended in their comments.*
- Businesses not suitable for a private residential road

**6. Main Planning Policies**

6.1. Government Guidance

National Planning Policy Framework

Section 2 - Achieving sustainable development  
Section 8 – Promoting healthy and safe communities  
Section 9 – Promoting Sustainable Transport  
Section 11 – Making effective use of land  
Section 12 – Achieving well-designed places

6.2. Mole Valley Core Strategy

CS1 - Where Development will be directed  
CS3 - Balancing the Need for Housing  
CS14 - Townscape, Urban Design and the Historic Environment  
CS17 - Infrastructure, Services and Community Facilities  
CS19 - Sustainable Construction, Renewable Energy and Energy Conservation

6.3. Mole Valley Local Plan

ENV22 – General Development Control Criteria  
ENV23 - Respect for setting

ENV24 - Density of development and space around buildings  
ENV53 - Trees in the built up area  
CF3 – Change of Use of Dwellings to Accommodation Providing Care and Rehabilitation Treatment  
MOV2 - The Movement Implications of Development  
MOV5 - Parking Standards

## 7. **Main Planning Issues**

7.1. The main planning issues for consideration are:

- Principle of the development
- Impact upon the character of the existing property and surrounding area
- Impact upon the amenities of neighbouring properties

### Principle of the development

- 7.2. NPPF (Framework) paragraph 7 states that for development to be sustainable, it should have an economic role, a social role and an environmental role. The social objective is *“to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations;”* Core Strategy policy CS1 has the same aims and recognises that to deliver the most sustainable forms of development *‘New development will be directed towards previously developed land within the built-up areas of Leatherhead, Dorking (including North Holmwood), Ashted, Bookham and Fetcham’.*
- 7.3. Paragraph 59 of the Framework recognises that: *“it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.”*
- 7.4. The Framework also states that *“the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities...”* (para.61)
- 7.5. Paragraph 91 recognises that the planning system should aim to achieve healthy, inclusive and safe places that promote *“social interaction including opportunities for meetings between people who might not otherwise come into contact with each other”*
- 7.6. Core Strategy Policy CS3 states that to meet the future needs and aspirations of the community and provide a balanced housing market, *‘New housing for the elderly, and supported and specialist accommodation will be encouraged in suitable locations’.* The supporting text expands on this by stating *“such accommodation should generally be well located in areas of high accessibility.”* As stated above in para 7.7, given the site’s close proximity to Dorking’s town centre, it is considered highly accessible and therefore suitable/appropriate for users of this type of facility, including residents and staff alike.
- 7.7. Local Plan Policy CF3 relates specifically to schemes which propose changing the use of existing dwellings in order to provide accommodation for those who require care and/or rehabilitation treatment.
- 7.8. Local Plan Policy HSG1 relates to safeguarding of existing housing stock. This proposal would result in the loss of one dwelling, however, the proposal includes

residential accommodation (C2 Use), therefore, it is considered that the proposal does not conflict with policy HSG1.

- 7.9. As noted above, the site is located within the built-up area of Dorking where, in accordance with Core Strategy Policy CS1, development is encouraged as it provides access to a wide range of services and facilities and is well connected by various modes of public transport.
- 7.10. For the above reasons Officers consider that the principle of this type of accommodation in this location is acceptable.

Impact on the character of the street scene and surrounding area

- 7.11. Mole Valley Local Plan policy ENV22 states *'Where the principle of proposed development accords with the other policies of this Plan a design and layout will be required which:*

1. *is appropriate to the site in terms of its scale, form and appearance and external building materials;*
2. *does not significantly harm the amenities of the occupiers of neighbouring properties by reason of overlooking or its overshadowing or overpowering effect, noise, traffic or other adverse environmental impact;*
3. *respects the character and appearance of the locality;*
4. *has regard to attractive features of the site such as trees, hedges, walls or buildings that contribute to the character of the locality;*
5. *provides any necessary screening and landscaping suitable to the character of the locality;*
6. *provides safe access to the site and adequate parking to adopted standards;*
7. *provides a satisfactory environment for occupiers of the new development.*

- 7.12. Mole Valley Local Plan policy ENV23 states *'development will not be permitted where it is considered they would constitute over-development of the site by reason of scale, height or bulk or in relation to the boundaries of the site and/or surrounding developments.'*

- 7.13. The physical alterations to the building to facilitate the change of use would be a side extension at ground and lower ground level (basement level), a single storey rear extension at lower ground level and a dormer window in the roofspace of the main building.

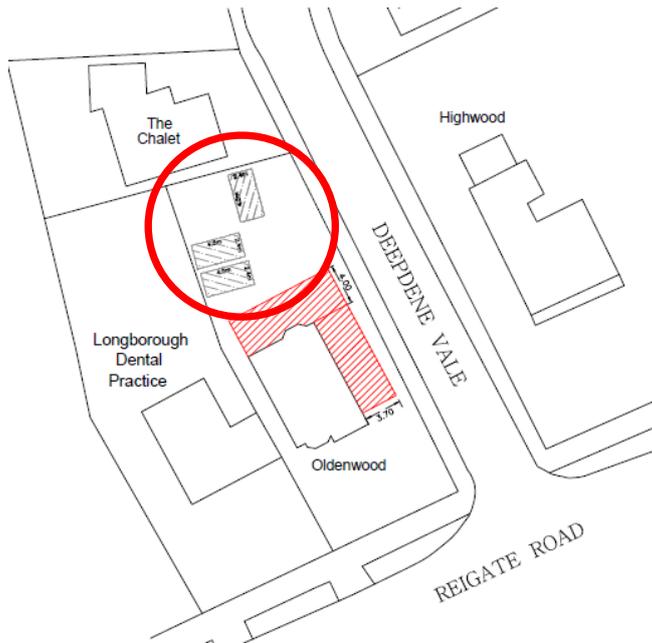
- 7.14. The proposed side extension on the ground floor level would be provide one bedroom and en-suite bathroom, and one further en-suite bathroom to a bedroom located in the main body of the building. On the lower ground floor level the side extension would create a new lounge which would wrap around the rear of the building to create a lounge and separate office. Both extensions are considered to be of a scale that is suitable to the building and would respect its original character as a dwelling. The proposed dormer window would be located on the western roof slope of the main building and would create two en-suite bathrooms to two bedrooms in the roofspace. The dormer would be relatively small scale and would not be largely visible in the street scene due to the neighbouring dentist building which is of a similar scale and height.

- 7.15. Overall the extensions are considered to be an appropriate scale for the building and would not constitute an overdevelopment of the site or detrimentally impact the

character of the street scene. The proposals therefore are considered to comply with policies ENV22 and ENV23.

#### Impact upon the amenities of neighbouring properties

- 7.16. NPPF paragraph 127 states that decisions should ensure that developments “*create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.*”
- 7.17. At the local level, Local Plan policies ENV22 and CF3 are directly applicable. The general thrust of these is to afford due protection to existing, neighbouring residential amenities.
- 7.18. The neighbouring properties most likely to be impacted by the proposal would be ‘The Chalet’ and ‘Highwood’, located to the north and east respectively.
- 7.19. Adjacent to the side extension would be Deepdene Vale the private road which runs along the eastern boundary of the site. Highwood is the other side of this private road and is approximately 15 metres from the proposed side extension. Between the two sites is mature boundary treatment. Given the separation distance and boundary treatment the proposed side extension is not considered to cause a detrimental impact upon the amenities of this neighbouring property.
- 7.20. The proposed rear extension would be extended approximately 4 metres closer to ‘The Chalet’ to the rear of the site. There is a rear to side relationship with this neighbouring property and there would be a separation distance of approximately 15 metres. The distance between the application property and this property to the rear will prevent any potential impact on residential amenities.
- 7.21. In spite of the proposed dormer window facing the Dental Practice, given that the property is in commercial use and also as the windows will be fitted with obscure glazing, there will be no unacceptable impact on existing amenities.
- 7.22. Access and Parking
- 7.23. Access to the front elevation of the Oldenwood is pedestrian only from Reigate Road due to a set of traffic lights in front of the site and the ground-level drop from the footpath. Three vehicular parking spaces would be provided to the rear of the site (shown below). Surrey County Council's Vehicular and Cycle Parking Standards (2018), state that a care home of this size should be provided with a total of 3-4 car parking spaces. Therefore the level of parking proposed meets the lower figure stated above.



7.24. Surrey County Council Highway Authority has been consulted on the proposals and they raise no objection on highway safety or parking provision grounds.

7.25. It is important to note that NPPF para. 109 states –

*“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.”*

7.26. Noting the Highway Authority’s comments and the NPPF’s stated position there would appear to be no substantive evidence to support a refusal on highway safety grounds.

7.27. Being located close to Dorking Town Centre the site is less than 5 minutes walk from the Reigate Road public car park and less than 10 minutes walk to Dorking and Dorking-Deepdene train stations. Pedestrian access is considered to be safe with footpaths and safe crossings.

7.28. The proposal is therefore considered to be acceptable terms of access, parking and design and therefore complies with policies MOV2 and MOV5.

#### Other matters

##### *Community Infrastructure Levy*

7.29. This form of development is not liable development for CIL purposes.

#### Conclusion

7.30. To conclude, the site occupies an edge of town centre location where increasing density is encouraged and support is given to contributing to the centre’s vitality; The proposed scheme would contribute to the districts needs for adults with learning difficulties and the proposed external alterations and extensions would respect the character of the host property and its immediate surroundings;

- 7.31. The proposed scheme would not adversely affect the reasonable amenities for occupiers of the nearest neighbouring residential properties;
- 7.32. The proposed off-street parking facilities are considered acceptable given the level of anticipated associated activity; and due to the sites highly sustainable location, the level of facilities are considered to be acceptable.
- 7.33. For the above reasons the proposed care home is considered to comply with Mole Valley policy and national guidance and is recommended for approval as a result.

## **8. Recommendation**

Permission be **GRANTED** 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 Section 91(1) of the Town and Country Planning Act 1990 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out and completed in all respects strictly in accordance with the submitted documents and plans titled: PROPOSED-BLOCK PLAN dated 24/07/2018, PROPOSED FLOOR PLANS, PROPOSED ELEVATIONS, contained within the application and no variations shall take place.

Reason: To accord with the terms of the submitted application and to ensure minimal impact on local amenity and the environment in accordance with Mole Valley Core Strategy policy CS14 and Mole Valley Local Plan policy ENV22.

3. The parking spaces shown on the approved plan shall be made available for use prior to the first occupation of the development hereby permitted and thereafter retained for that purpose.

Reason: To ensure that adequate facilities are provided for the parking of vehicles clear of the highway in the interests of the free flow of traffic and condition of safety on the highway in accordance with Mole Valley Local Plan policy MOV5.

4. No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:
  - i. the parking of vehicles of site operatives and visitors
  - ii. loading and unloading of plant and materials
  - iii. storage of plant and materials used in constructing the development
  - iv. a scheme for recycling/disposing of waste resulting from demolition and construction works

Reason: The Local Planning Authority is satisfied that it is fundamental to the development permitted to address this issue before development commences and that without this safeguard planning permission should not be granted, and to protect the amenities of neighbouring residential properties in accordance with Mole Valley Local Plan policy ENV22.

5. The materials to be used in the construction of the external surfaces of the development hereby permitted shall match with those used in the existing building.

Reason: To ensure the development harmonises with its surroundings in accordance with Mole Valley Local Plan policy ENV22 and policy CS14 of the Mole Valley Core Strategy.

6. Before any above ground works commence, details of the hard surfacing to be used within the site shall be submitted to and approved in writing by the Local Planning Authority. The details shall indicate either porous materials or the provision of a direct run-off from the hard surface to a permeable or porous area. All hard surfacing shall be carried out in accordance with the approved details, completed prior to the first occupation of the development hereby permitted and thereafter, permanently retained as such.

Reason: To preserve the visual amenity of the area and prevent the increased risk of flooding, in accordance with Mole Valley Local Plan policy ENV25 and policies CS14 and CS20 of the Mole Valley Core Strategy.

7. A refuse and recycling storage facility shall be provided as part of the development, in accordance with detailed drawings to be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the development.

Reason: In the interests of the amenities of the area, in accordance with Mole Valley Core Strategy policy CS14 and Mole Valley Local Plan policy ENV22.

8. Before any above groundworks take place details of a landscaping scheme shall be submitted to and approved by the Local Planning Authority including planting of trees, shrubs, herbaceous plants and areas to be grassed. The landscaping shall be carried out in the first planting season after commencement of the development unless agreed otherwise in writing by the Local Planning Authority, and shall be maintained for a period of 5 years. Such maintenance shall include the replacement of any trees and shrubs that die.

Reason: To ensure the provision and maintenance of trees, other plants and grassed areas in the interests of visual amenity and in accordance with Mole Valley Local Plan policy ENV25 and policies CS14 and CS15 of the Mole Valley Core Strategy.

9. No occupation of the development hereby permitted shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected/retained. The boundary treatment shall be completed prior to the first occupation of the development, shall be carried out in accordance with the approved details and thereafter permanently retained as such.

Reason: To preserve the visual amenity of the area and protect neighbouring residential amenities in accordance with Mole Valley Local Plan policy ENV22 and policy CS14 of the Mole Valley Core Strategy.

10. The roof area of the extension hereby permitted shall not be used as a balcony, roof garden or amenity area.

Reason: To protect the amenity and privacy of adjoining residential properties in accordance with Mole Valley Local Plan policy ENV22.

### Informatives

1. In the interests of sustainability and the reduction of waste your attention is drawn to the desirability of recycling building materials wherever possible. The demolition or dismantling of structures on the site should be considered as part of the development process to maximise the reuse or recycling of materials rather than disposal as waste. For further information about re-use and recycling of building materials, the applicant is advised to ring the Surrey County Council Contact Centre on 03456 009009.
2. The applicant is advised of the need to obtain separate consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 for any advertisements requiring express consent which it is wished to display on these premises.
3. The applicant is advised that the approval of details and/or samples required by condition(s) is subject to a fee, details of which may be viewed on the Council's website under the planning pages.

The fee may cover more than one condition where the details are submitted at the same time. Where subsequent submissions are made, a further fee will be payable per individual submission. The fee should be paid at the time of submission of the formal request.

PLEASE NOTE that this approval process may take up to 8 weeks from the date of the request. Applicants are therefore advised to submit requests in a timely manner.