

Planning Committee



Application Address	Broadwaters Wick Lane Bournemouth
Proposal	Alterations and conversion of building from care home (Use Class C2) to 20 sheltered accommodation/retirement living flats for 65+ aged persons with communal living room, bin and bike/mobility scooter store.
Application Number	P/25/04159/FUL
Applicant	Bracken Developments Limited
Agent	Mrs Clare Spiller Chapman Lily Planning Limited
Ward and Ward Member(s)	East Southbourne & Tuckton
Report status	Public
Meeting date	20th August 2026
Summary of Recommendation	Grant in accordance with the details set out below
Reason for Referral to Planning Committee	20+ objections have been received from properties located within a 1-mile radius from the site.
Case Officer	Richard Sakyi
Is the Proposal EIA Development?	No

Description of Proposal

1. The application site is a former Council Care Home which has now been empty for several years. The proposal is to convert the building from a care home (Use Class C2) to 20 sheltered accommodation/retirement living flats for 65+ aged persons with communal living room, bin and bike/mobility scooter store. The proposed development would provide a mix of 15 one bed units; 4 two bed units and 1 three bed unit (manager's accommodation). The units would be arranged over three floors. 12 Vehicle parking spaces would be provided on the site.

Description of Site and Surroundings

2. The existing property comprises part 3-storey and part single-storey detached block with a modern post war flat roofed appearance. The building is not particularly attractive and is also now looking tired. It appears as an incongruous anomaly within the historic Conservation Area of Wick Village. It has a landscaped setting with several trees on the site and in the surrounding area, which are subject to an individual and group Tree Preservation Orders (TPO). There is a small car parking area to the north of the site and an outbuilding close to the boundary with Wick Lane.
3. The site is bounded to the west by Wick Lane, where the existing built form is set back from the street frontage. To the north of the site is the River Stour and its open banks. To the south and west of the site are existing detached properties and a courtyard development of the former Wick Farm. Access to the site is obtained from Wick Lane leading onto a hardstanding area for car parking.
4. The character of the area is predominantly residential comprising dwellings in a range of architectural styles and finishes. The site is not particularly well located in terms of direct easy access to public bus services or shops but is within about 600m of such services. The application site is partially located within an area identified at Risk of flooding- Flood zone 3, however, the main building the subject of this application is within Flood Zone 1 as identified in the Environment Agency Flood Risk Map. The site is in the designated Wick Village Conservation Area. There are a number of listed buildings within the locality including Wick Farm to the rear, 90 Wick Lane opposite and 49 Wick Lane to the north. Nos. 78-84 Wick Lane and The Sanctuary, Wick Lane are also listed buildings and within close proximity of the site.

Relevant Planning History:

3. 7-2020-3332-Q - Oak (T1) - Reduce limb above garage forecourt by 2m. Prune branches close to car port structure to provide a 2m separation. Prune to provide a 2m separation from the adjacent Sycamore tree, reducing limb by 2m. Sycamore (T2) - Prune overhanging branches back to boundary fence line - (No objections raised 23/11/2020).

7-2005-3332-M - Extension to car parking area to form five additional parking spaces – Regulation 3 (Granted 31/05/2005).

7-2002-3332-J - Formation of 4 additional parking spaces and repositioning of 3 existing parking spaces - Regulation 3 – Granted 29/05/2002).

Constraints

4. The application site lies within the Wick Village Conservation Area and is within the setting of a number of listed buildings. Accordingly, in considering whether to grant planning permission or permission in principle for development which affects a listed building special regard shall be had to the desirability of

preserving the building or its setting or any features of special architectural or historic interest - section 66 - Planning (Listed Buildings and Conservation Areas) Act 1990.

5. With respect to any buildings or other land in a Conservation Area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area – section 72 - Planning (Listed Buildings and Conservation Areas) Act 1990.
6. Furthermore, the following constraints also apply to the site:
 - Flood Risk
 - New Forest Recreation Zone
 - Dorset Habitats
 - Tree Preservation Order
 - SSSI Impact Risk Zone
7. These points will be discussed as well as other material considerations below.

Public Sector Equalities Duty

8. In accordance with section 149 Equality Act 2010, in considering this proposal due regard has been had to the need to —
 - eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Other relevant duties

9. In accordance with regulation 9(3) of the Conservation of Habitats and Species Regulations 2017 (as amended) (“the Habitat Regulations), for the purposes of this application, appropriate regard has been had to the relevant Directives (as defined in the Habitats Regulations) in so far as they may be affected by the determination.
10. With regard to sections 28G and 28I (where relevant) of the Wildlife and Countryside Act 1981, to the extent consistent with the proper exercise of the function of determining this application and that this application is likely to affect the flora, fauna or geological or physiographical features by reason of which a site is of special scientific interest, the duty to take reasonable steps to further the conservation and enhancement of the flora, fauna or geological or physiographical features by reason of which the site is of special scientific interest.
11. For the purposes of section 40 Natural Environment and Rural Communities Act 2006, in assessing this application, consideration has been given as to any appropriate action to further the “general biodiversity objective”.

12. For the purposes of this application, in accordance with section 17 Crime and Disorder Act 1998, due regard has been had to, including the need to do all that can reasonably be done to prevent, (a) crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment); (b) the misuse of drugs, alcohol and other substances in its area; and (c) re-offending in its area.
13. For the purposes of this report regard has been had to the Human Rights Act 1998, the Human Rights Convention and relevant related issues of proportionality.

Consultations / Responses

14. **Local Highway Authority** – No objection as summarised below:
The proposal as revised seeks permission for conversion of former care home to 20 sheltered/retirement flats (65+). Access unchanged; parking requirements materially reduced to SPD-compliant provision of 12 car spaces, 6 cycle spaces and 10 mobility scooter spaces.
On-site turning would be achievable including car charging. The revised proposal has now overcome the previous parking concerns. Therefore, the LHA has no objection subject to the imposition of conditions relating to vehicle Access, parking and turning areas, and the provision of cycle and mobility Scooter parking.

Waste & Recycling – No objection, the scheme has been amended to provide acceptable access to bin store.

Environmental Health Officer (EHO) – No objection subject to the imposition of an informative relating to unforeseen contamination should any groundworks occur during development if the LPA is minded granting permission.

BCP Lead Local Flood Authority (LLFA) – Commented as follows:

It is noted that there are flooding and drainage issues with this site given its proximity to the River Stour. Recommended that the drainage strategy be reviewed given the age of the infrastructure. However, the application is largely a change of use with no new drainage works proposed.

No information has been provided as to how the site currently drains nor the state of the existing drainage infrastructure on the site. Any proposed drainage strategy must be substantiated with evidence to show that the proposal will be sustainable and deliverable, and that it has considered the various constraints that the site may have.

BCP Trees and Landscaping – No objection.

Environment Agency – Application falls outside Environment Agency remit.

Dorset Police Crime Prevention Design Advisor – No objection.

BCP Ecology – Commented as follows -

While it is presented in the Ecological Statement by Ecco Support that the external features that they identified as potential bat roost features will not be impacted by this development, as the proposal is for internal works only, as shown above there are external works and require definitive assurance by the applicant that these features will not be impacted as part of the conversion.

BCP Urban Design – No Objection – Commented as summarised below:

- It would be positive to see the site brought back into use and this is an attractive location for residential development.
- The proposed flats would meet the nationally described space standards which is welcome.
- The existing building has a rather dated and functional appearance, and its orientation does not relate well to the street or waterfront. However, this is softened by the informal green setting which would be maintained.
- The reuse of the historic outbuilding for bin and cycle storage is acceptable.

Historic England – No objection however advised that the views of the BCP specialist conservation and archaeological advisers must be sought.

Dorset & Wiltshire Fire & Rescue Service – No objection.

Active Travel England (ATE) – No comment.

BCP Heritage – No objection - It would be positive to see a sympathetic redevelopment of this site, but in terms of the proposed conversion works no objection is raised.

Dorset Wildlife Trust – No representation received.

Public Health Dorset - No representation received.

Wessex Water - No representation received.

BCP Viability Housing Development Officer - No representation received.

Representations

15. The application was advertised to the general public by way of site notice and press notice in accordance with the requirements of article 15(5) of the Development Management Procedure Order.
16. A total number of 68 representation have been received. There is one in support 3 with comments and the remainder are objections. The comment in support is on the basis of the accommodation being for permanent long term and not short-term temporary accommodation. The representations have come from the following nearby roads – Dunclyff Road, Kingsley Close, Cherry Lodge, Branders Lane, Verwood Crescent, Ariel Close and Drive, Honeybourne Cres, Roscrea Drive, Broadlands Ave, Thornbury Road, Riversdale Road, Wicklea

Road, Wick Lane, Wick Farm, Braemar Avenue and Close. The following points are raised.

- Objection to the retention of the existing unsightly building.
 - Lack of adequate parking.
 - Overly high density – too many units proposed.
 - Increased traffic on Wick Lane.
 - Strain on local infrastructure and services.
 - Preference for a redevelopment of the site rather than conversion.
 - Adverse impact on the designated Conservation Area.
 - Adding to summer congestion and activity.
17. The proposal has been revised, and re-publicised in March 2026. 4 further letters have been received all concerned with the lack of car parking. One representation has been received commenting that a sensitive and sympathetic new build would be ideal for the site and that the current proposal seems to be the stepping stone.
18. The lack of comment on the revised scheme doesn't necessarily suggest that the previous concerns have been resolved and the original comments are still relevant and are dealt with in the issues below.

Policy Context

19. The guidance contained in the National Planning Policy Framework (NPPF) is a material consideration.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications must be determined in accordance with the development plan for an area, except where material considerations indicate otherwise. In reaching this decision the policies in the Development Plan for the area were taken into account. These include specifically the following policies:

Bournemouth Local Plan: Core Strategy (2012)

- | | |
|------|---|
| CS1 | National Planning Policy Framework- Presumption in Favour of Sustainable Development. |
| CS2 | Sustainable Homes and Premises |
| CS4 | Surface Water Flooding |
| CS6 | Delivering Sustainable Communities |
| CS14 | Delivering Transport Infrastructure |
| CS15 | Green Travel Plan and Transport Assessments |
| CS16 | Parking Standards |
| CS17 | Encouraging Greener Vehicle Technologies |
| CS18 | Increasing Opportunities for Cycling and Walking |
| CS22 | New Housing Outside the Preferred Locations |
| CS23 | Encouraging Lifetime Homes Standards |
| CS33 | Heathland |
| CS39 | Designated Heritage Assets |
| CS41 | Quality Design |

Bournemouth District Wide Local Plan 2002 (Saved Policies)

3.28	Flooding
6.16	Flat Conversions - Car Parking
4.4	Development in Conservation Areas
4.14	Wick Conservation Area
4.25	Landscaping
6.10	Flats Redevelopment
6.13	Flat Conversions - Location of Property
6.14	Flat Conversions - Type of Property

Supplementary Planning Documents:

Affordable housing DPD - Policy AH1
Public Realm Strategy: Guiding Principles - SPD
Residential Development: A Design Guide - PGN
Town Centre Development Design Guide SPD
Dorset Heathlands Planning Framework SPD

The National Planning Policy Framework (2024)

20. Including in particular the following:
- Section 2 – Achieving Sustainable Development
- Paragraph 11 – “Plans and decisions should apply a presumption in favour of sustainable development.
- For decision-taking this means:
- (c) approving development proposals that accord with an up-to-date development plan without delay; or
 - (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.”
- Section 12 – Achieving well-designed places
- Section 16 – Conserving and Enhancing the Natural Environment
- Section 17 – Conserving and Enhancing the Historic Environment

Assessment

Presumption in favour of sustainable development / Principle of development

21. At the heart of the NPPF is the presumption in favour of sustainable development. NPPF paragraph 11 states that in the case of decision making, the presumption in favour of sustainable development means that where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, planning permission should be granted unless policies in the Framework that protect areas of assets of particular importance provide a clear reason for refusing the development proposals or any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.
22. Footnote 8 of paragraph 11 provides that in the case of applications involving the provision of housing, relevant policies are out of date if the local planning authority is
 - (i) unable to demonstrate a five-year supply of deliverable housing sites or
 - (ii) where the Housing Delivery Test (HDT) result is less than 75% of the housing requirement over the previous three years.
23. The NPPF (2024) paragraph 78 requires local planning authorities to identify and update a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing. Paragraph 78 goes on to state that the supply should be demonstrated against either the housing requirement set out in adopted strategic policies, or against the local housing need where the strategic policies are more than five years old. Where the Housing Delivery Test indicates delivery has fallen below the local planning authority's housing requirement over the previous three years, a buffer should be included as set out in paragraph 79 of the NPPF.
24. On 1 April 2025 BCP Council had a housing land supply of **2.55** years against a 5- year housing requirement that includes a 20% buffer. For the purposes of paragraph 11 of the NPPF, it is therefore appropriate to regard relevant housing policies as out of date as the local planning authority is unable to demonstrate a five-year supply of homes.
25. In this instance, the scheme would provide 20 additional flats that would contribute towards the Council's housing delivery target. Overall, there is no objection to the principle of the proposed development, subject to its compliance with the adopted local policies. This is assessed below.
26. For this planning application the benefits provided from the supply of new homes are considered to carry significant weight in the planning balance.

Loss of Class C2 unit

27. Policy CS12 of the Bournemouth Core Strategy refers to the retention of community facilities i.e. such as specialist housing or a health facility. The policy clarifies that Community facilities include a health facility. Policy CS12 states that: *Proposals for development which would lead to the loss of premises or sites used, or last used, for a community use will not be permitted unless; the development is the same, similar or related to that use; or adequate alternative facilities and services are available locally; or replacement facilities and services are proposed nearby; or it can be demonstrated that there is no demand for the use and that there is a greater benefit to the area resulting from the proposed use.*
28. Notwithstanding the above, the site was most recently run by Tricuro, a social care company run at the time by Dorset County and by Bournemouth and Poole Council until 2017 when they made the decision to vacate in order to consolidate their operations elsewhere.
29. As a result, the proposal is considered to be in accordance with policy CS12 of the Bournemouth Core Strategy. Furthermore, the site is accessible to services, facilities and public transport. There is capacity within the existing infrastructure to accommodate the proposed development and there are no physical or environmental constraints to restrict development on the land.
30. Overall, the proposed development is considered acceptable in principle.

Impact on Wick Village Conservation Area

31. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local planning Authorities (LPA) to have special regard to the desirability of preserving listed buildings or their setting. Section 72 of the same Act imposes a statutory duty on LPAs to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. Policy CS39 of the Core Strategy and saved policy 4.4 of the District Wide Local Plan 2002 reflect this duty.
32. The Wick Village conservation area was designated in 1985. The Conservation Area comprises of a linear area south of the River Stour with the main part of the Conservation area to the north, south, east and west of the application site. A substantial proportion of the properties are listed, although some modern development also falls within the conservation area boundary. The application site is in a slightly sensitive position within the conservation area, adjacent to several listed buildings including the barn conversions at Wick Farm and also close to the public footway that runs alongside the river at this point. The vacant care home is a modern property that according to the Heritage Officer is 'out of step' with the character and scale of properties within the conservation area and is of no particular architectural merit.

33. The area is also characterised by large, detached buildings set on spacious plots, screened by vegetation. The architecture of these properties and their spacious layout make an important contribution to the historic character and attractive appearance of the area.
34. The site is currently occupied by a vacant detached part 3, part single-storey building formerly used as a care home. The building is of a large scale, and size, albeit simple in its form and design. The building makes a neutral contribution to the conservation area. It sits comfortably in its plot with its height, scale, bulk and footprint respecting the size of the site and the adjacent properties. There is good spacing between the application site and the adjacent buildings, which allows important views around these buildings and of the sylvan setting. Such spaces between buildings reinforce the verdant and mature landscape setting which is also a key component helping to define the character and appearance of the Conservation Area.
35. The proposal seeks the change of use of the building to a sheltered housing (Use Class C3) and does not involve any significant external changes to the built form or material alterations to the appearance other than some modest changes by forming the bin/bike/mobility scooter facility.
36. The BCP Heritage Officer upon consultation has raised no objection to the proposal, which would result in a vacant building being brought back to a use, sympathetic to the conservation area.
37. Overall, it is considered that the public benefits of 20 additional dwellings on a previously developed land must be afforded significant weight. Furthermore, it is the Officer's view that although the proposed development would have minimal impact on the character of the site, however, it is not considered to be harmful and as such, would preserve the character or appearance of the Wick Village Conservation Area. It is further considered that given that no changes are proposed to the built form of the existing building in terms of scale, height and massing, the development would not be harmful to the setting of the nearby listed buildings. The proposal is therefore in accordance with the objectives of policies CS39 and CS41 of the BCP Core Strategy and Policy 4.4 of the District Wide Local Plan.

Impact on character and appearance of the area

38. The application site is on the east side of Wick Lane. The dwellings in the area are varied in design, scale, and appearance although there are shared design characteristics such as being set back from the highway behind trees, hedges and soft landscaping and generally sited in large plots.
39. The proposal does not involve any significant external changes other than some modest changes by forming the bin/bike/mobility scooter facility. The new flats are likely to result in some intensification of the use as retirement flats are likely to have a more active occupation by residents. However, this can be offset with the lack of carers/staff and fewer commercial type deliveries associated with a larger care home. The impact on the character and appearance of the area is

considered to be minimal and acceptable in accordance with policy CS41 of the Core Strategy.

40. The heritage officer upon consultation has indicated that the site lies within a Conservation Area however, subject to sensitive materials being use with the repurposing of the outbuilding there is no objection. The site is a previously developed land as defined in the National Planning Policy Framework, which mandates that substantial weight should be given to the value of using suitable brownfield land within settlements for homes. In this case, more effective use of the site can be made while safeguarding and improving the environment and ensuring safe and healthy living conditions.
41. Overall, it is considered that the proposed development would not unduly harm the character or appearance of the area. It would not conflict with policies CS41 and CS21 of the BCP Core Strategy and policies 4.4 and 6.10 of the District Wide Local Plan.

Impact on trees and landscaping

42. The site is located within a conservation area and is also covered by an area Tree Preservation Order. Some of the existing trees are protected by tree preservation order. Furthermore, all the existing trees are protected by virtue of being in a conservation area. The trees also provide amenity value and contribute to the character and appearance of the area. The existing trees also act as good screening to the adjacent dwellings to the east and the south of the site.
43. The application proposes to retain all the existing trees on the site to ensure there is no significant adverse impact on the character of the site. Notwithstanding the above, a small section of the established boundary planting at the Wick Lane frontage of the site would be removed to create 1.7m wide access path to the bin store and opening of the frontage to enable adequate access to the bin store and the collection of refuse by the operatives.
44. The submitted site layout plan of the development provides the opportunity for the retention and provision of additional landscaping that would help to maintain the character and setting of the conservation area. The Tree and Landscape Officer upon consultation has raised no objection.
45. Overall, it is considered that the proposal accords with the objectives of policies CS39 and CS41 of the BCP Core Strategy and Policies 3.18 and 4.25 of the District Wide Local Plan.

Impact on amenities of local residents

46. Paragraph 135 (f) of the NPPF provides that planning 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, and where crime and disorder, and the fear of crime, do not

undermine the quality of life or community cohesion and resilience. This is reflected in Core Strategy Policies CS21 and CS41; Policy 6.10 of the Bournemouth Local Plan (2002); and Section 3.7 of the Residential Design Guide, requires that new development must cause no harm to local amenity including the amenity of neighbouring occupants.

47. As the changes are mainly internal there is unlikely to be any significant impact on local residents with regard to increased overshadowing or overlooking. The future occupants may be more active, but this is not considered significant. As set out above a more active resident can be offset as the more commercial activities associated with an institutional type of use will no longer be evident. In any event a residential occupation would be compatible with the neighbouring uses and on this basis, the proposal is considered to be in accordance with policy CS41.

Impact on living conditions of the future occupiers of the development

48. The NPPF require new residential development to conform to the nationally described space standards as set out by the Government. Policy CS41 of the Core Strategy (2012) and the Residential Development Guide (2008) require a high standard of amenity for future occupants. This includes through taking account of the needs of potential future occupants of new developments and ensuring that appropriate levels of amenity space are provided within the proposed development.
49. The proposal seeks the conversion of the existing building from care home (Use Class C2) to 20 sheltered accommodation/retirement living flats for 65+ aged persons. Whilst there is not an adopted policy or guidance that specifically identifies its expected space standards for new dwellings, the Government's Technical Housing Standards – Nationally Described Space Standards (2015) (the NDSS) is a significant material consideration. The NDSS sets out requirements for the gross internal floor area (GIA) of new dwellings at a defined level of occupancy, as well as floor areas and dimensions for key parts of the home. The NDSS is the most up-to-date expression of national planning policy on this matter, it is therefore afforded significant weight.
50. The national technical housing living standards are set out below.

Number of bedrooms (b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings
1b	1p	39 (37) *		
1b	2p	50	58	
2b	3p	61	70	

Number of bedrooms (b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings
2b	4p	70	79	
3b	4p	74	84	90

Schedule of proposed floor areas

Unit	sq m	sq ft	Bedrooms	People
1	46.1	496	1	1
2	70.0	753	2	4
3	64.8	698	2	3
4	74.8	805	3	4
5	70.9	763	2	4
6	57.2	616	1	2
7	50.0	538	1	2
8	45.3	488	1	2
9	67.2	723	2	3
10	54.1	582	1	2
11	43.2	465	1	1
12	55.5	597	1	2
13	52.9	569	1	2
14	51.2	551	1	2
15	52.8	568	1	2
16	43.2	465	1	1
17	55.5	597	1	2
18	52.9	569	1	2
19	51.2	551	1	2
20	52.8	568	1	2
Total	1111.6	11965	26	45

51. The NDSS goes further and advises that each bedroom should have internal floorspace (GIA) not less than 11.5m². In this instance all the bedrooms would exceed the requirements. The NDSS also advises that the ceiling heights of the accommodation should be 2.3m over 75% of the floor area, which this proposal achieves.
52. Overall, the accommodation would be of good standard in line with the nationally prescribed Technical Minimum Space Standards for the floorspace of the dwellings and the size of each bedroom. Other rooms including storage space are considered of a decent size. The bedrooms would have one window each. The standard of residential amenity for this apartment is

therefore considered to be good and compliant with Policy CS41 of the Core Strategy (2012) and the Residential Development Guide (2008) in this regard. Likewise, the proposal would adhere to the aims of the National Planning Policy Framework in respect of promoting a high standard of amenity for future users.

53. It has been noted that details of who has access to the garden/courtyard have not been provided at this stage however, there would be a provision (communal lounge area on the ground floor for use for both the occupiers and visitors. The rear garden amenity area is also adequate for drying of clothes and siting, which is considered acceptable.

Highway Safety, Access and Parking

54. The NPPF requires that development proposals provide for safe and suitable access for all, and that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
55. The proposal has been assessed with regard to access, parking provision, cycle and mobility scooter storage, and overall highway safety. Vehicle and pedestrian access arrangements remain unchanged from the previous submission and continue to be considered acceptable by the Local Highway Authority (LHA).

Parking Provision and Justification

56. The development proposes 20 sheltered/retirement living flats (including a manager's unit), designed specifically for residents aged 65 and over. In assessing parking demand for this form of age-restricted accommodation, Table 8 of the BCP Parking Standards SPD (2021) is the most relevant guidance. This acknowledges that sheltered/retirement housing generates substantially lower car ownership levels than general C3 residential dwellings, reflecting the reduced mobility needs of older residents, increased reliance on walking, mobility scooters, taxis, community transport and public transport, and the support offered by on-site facilities and visiting services.
57. Applying the SPD standards, the proposed 26-bedroom scheme generates a requirement for 8 car parking spaces and 2 cycle spaces. The revised proposal exceeds these policy requirements by providing 12 car parking spaces, comprising the retention of the existing 8 spaces and the provision of 4 new compliant spaces. Sufficient space is available within the site for vehicles to turn and exit in forward gear.
58. Secure, covered accommodation is also proposed for 6 cycles and 10 mobility scooters, with appropriate access and electric charging facilities. This supports sustainable transport choices and aligns with the expected transport behaviours of future occupants.

59. The LHA has confirmed that the revised parking arrangements represent an SPD-compliant and appropriate level of provision, overcoming the shortfall previously identified in the earlier scheme.
60. The LHA raises no objection to the development, subject to conditions securing the construction of the vehicular access, parking and turning areas, and the cycle/mobility scooter storage prior to occupation. An age-restriction condition is also recommended to ensure that the reduced parking standards continue to apply to the intended 65+ occupant group. Informative notes relating to construction management, drainage and developments within controlled parking zones are also advised.
61. Overall, it is considered that the transport and parking arrangements for the revised proposal are acceptable and policy-compliant. The scheme would provide adequate car, cycle and mobility scooter parking in accordance with the BCP Parking Standards SPD, reflects the lower parking demand associated with age-restricted accommodation, and complies with all highway safety considerations. The development therefore meets the requirements of Policies CS16, CS18 and CS41 of the Bournemouth Local Plan: Core Strategy (2012), and the LHA confirms that it has no objection to the proposal subject to the recommended conditions.

Waste and Recycling

62. The proposal would result in a total of 20 flats on the site. The submitted site layout plan Drawing No.PL02 Rev C shows the location and the access to the bin store. The existing store (outbuilding) close to Wick Lane would be repurposed as a bin store. An existing break in the hedge would be made into a more formal access to the street to allow for access for the bins to be presented at the boundary of the property on collection day. The location of the bin store would comply with the minimum distance for bin collection from the Council service.
63. Overall, the proposal complies with the objectives of planning policies CS38 and CS41 of the BCP Core Strategy 2012.

Heathland Mitigation

64. The site is within the 5km zone of the designated Dorset Heathlands Special Protection Area, Dorset Heaths Special Area of Conservation and Ramsar Site which covers the whole of Bournemouth. As such, the determination of any application for additional dwellings resulting in increased population should be undertaken with regard to the requirements of the Habitats Regulations. It is considered that an appropriate assessment could not clearly demonstrate that there would not be an adverse effect on the integrity of the sites, particularly its effect upon bird and reptile habitats within the SSSI.

65. Therefore, as of 17th January 2007 all applications received for additional residential accommodation within the borough is subject to a financial contribution towards mitigation measures towards the designated sites. A capital contribution is therefore required and in this instance is £7,200.00 plus a £360.00 administration fee.
66. The associated legal agreement is yet to be completed to secure this contribution.

New Forest SPA

67. Natural England has advised that the Council must consider the impact of residential development on any development within 13.8km of the New Forest SPA, SAC and Ramsar site, which is the case for this development. The Council is advised that an Appropriate Assessment is required and mitigation will be required. Following an Appropriate Assessment, the Council has concluded that this can be achieved in the form of a monetary contribution of £6,000.00 plus and administration fees of £300.00.
68. The associated legal agreement is yet to be completed to secure this contribution.

Affordable Housing

69. All applications proposing residential development in excess of 10 units net will be subject to the Council's adopted affordable housing policy. The affordable housing DPD sets out an approach to achieving contributions towards the delivery of affordable housing in the borough. Policy AH1 contained within the DPD requires all residential development to contribute towards meeting the Borough target of 40% affordable housing. When considering residential development, the Council will seek a 40% contribution except where it is proven to not be financially viable. The DPD was revised in November 2011 and sets out in greater detail how the DPD will be implemented as well as including an indicative contribution table which applicants can agree to rather than submit viability information.
70. The proposal seeks conversion of the existing property to provide 20 self-contained flats. Therefore, in accordance with Policy AH1 a contribution for affordable housing; a total of 8 dwellings (40%) is required.
71. Notwithstanding the above, the applicant has indicated that the application benefits from Vacant Building Credit in accordance with the provision of the Planning Practice Guidance 2014. This is assessed below.

Vacant Building Credit Assessment

72. Paragraph 65 of the NPPF states: *"To support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount."* The footnote in the NPPF explains the term proportionate amount and states that as the

equivalent to the existing gross floorspace of the existing buildings. The footnote goes further and states that this does not apply to vacant buildings, which have been abandoned. The government guidance on Vacant Building Credit is set out in the Planning Practice Guidance.

Status of the Existing Building

73. The site relates to a former council-run care home which has been vacant for several years following its closure. Although vacant, the building has remained structurally intact, secured and maintained, and there is no evidence to suggest that the previous use has been abandoned. National guidance confirms that, when assessing abandonment, relevant factors include the condition of the property, the period of non-use, whether there has been any intervening use, and the intentions of the owner. In this case, the building is neither derelict nor left to deteriorate, and its ongoing suitability for conversion supports a clear conclusion that the lawful use has not been abandoned.

Brownfield Status

74. The site comprises a permanent structure and is therefore classed as previously developed (brownfield) land, consistent with the National Planning Policy Framework (NPPF) definition. VBC is expressly intended to incentivise redevelopment of previously developed sites containing vacant buildings.

Floorspace Considerations

75. The proposal involves the change of use of the existing building to form 20 residential units without any increase in the gross internal floorspace. National policy states that the affordable housing contribution should be reduced by a credit equivalent to the existing gross floorspace of the vacant building being brought back into lawful use. As the proposed development does not increase the floorspace, the resulting affordable housing requirement—after applying the credit—would be zero, because the existing floorspace fully offsets any policy requirement that would otherwise arise.

Conclusion on Vacant Building Credit

76. Having assessed the criteria specified in the National Planning Practice Guidance, it can be concluded that the building is vacant but demonstrably not abandoned, the site is brownfield, and no additional floorspace is proposed. As a result, the development meets the eligibility criteria for the application of Vacant Building Credit. As such, national guidance indicates that no affordable housing contribution should be sought in this instance.

Impact on Biodiversity and Geodiversity

77. Paragraph 40 of the Natural Environment and Rural Communities Act, under the heading of ‘duty to conserve biodiversity’ states “every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity.”

78. The NPPF at chapter 15 ‘conserving and enhancing the natural environment’ sets out government views on minimising the impacts on biodiversity, providing net gains where possible and contributing to halt the overall decline in biodiversity. The Local Plan ‘saved’ Policy 3.18 – biodiversity and geodiversity, sets out policy requirements for the protection and where possible, a net gain in biodiversity.
79. In addition, a 10% biodiversity net gain (BNG) is required as per the Environment Act 2021 though exemptions apply. This proposal is exempt as it is de minimis. Statutory Biodiversity Net Gain does not apply in this instance because the application is a change of use and no habitat is impacted. A minor path is to be upgraded through an existing hedge and grassed area, but this would not amount to more than 25m² of impact on habitat.
80. Overall, it is considered that the proposal is compliant with the relevant legislation and ‘saved’ Policy 3.18 of the BDWLP.

Ecology

81. The presence of protected species is a material consideration, in accordance with the NPPF, Natural Environment & Rural Communities (NERC) Act 2006 (section 40), Wildlife and Countryside Act 1981 as well as Circular 06/05. In the UK the requirements of the EU Habitats Directive are implemented by the Conservation of Habitats and Species Regulations 2010 (the Conservation Regulations 2010). Where a European Protected Species (EPS) might be affected by a development, it is necessary to have regard to Regulation 9(5) of the Conservation Regulations 2010, which states: “a competent authority, in exercising any of their functions, must have regard to the requirements of the Habitats Directive so far as they may be affected by the exercise of those functions.” The Conservation Regulations 2010, (Regulation 41) contains the main offences for EPS animals.
82. The application is accompanied by an Ecological Statement prepared by Eco Support Ltd. The report states that the residential building on site was assessed as having negligible potential to support roosting bats, primarily due to the good condition of the building and the flat roof structure leading to a lack of suitable external crevice roosts and there being no observable entry point into the roof. Although, there is a gap on the cladding on the eaves of the main building and could be used by crevice-dwelling bats such as Pipistrelles. However, it is very unlikely and as such, the building is considered to have low potential for bats.
83. Whilst the site may not have a statutory protection or designation and may be of low ecological value at a local level, the site does contain grassland (and trees and hedges) which provide potential for reptiles, birds and bats and other species, as well as the site acting as a potential corridor for wildlife species. In such circumstance, it is incumbent on the applicant to provide a scope and commitment to mitigate and enhance the site to the benefit of local wildlife together with biodiversity enhancements to achieve a net biodiversity gain as encouraged by the NPPF and BCP LP Policy 3.18.

84. It is considered overall that the existing site and development is such that there is not a reasonable likelihood of EPS being present on site nor would an EPS offence be likely to occur. A condition is recommended to ensure the installation of 1 x Schwegler 1FR Bat Tube built into the outer leaf of the wall and 1 x Bee Brick placed at least 1m from the ground in a warm sunny spot within the site.

Flooding Issues

85. The NPPF requires that development is directed to the areas at lowest risk of flooding, that new development should take the opportunities to reduce the causes or impacts of flooding, should not increase flood risk elsewhere and take account of climate change. Policy CS4 of the Core Strategy reflects the NPPF, applying a risk based sequential approach, requiring new development to contribute to a reduction in flood risk and requiring the use of sustainable drainage systems.
86. The building the subject of this application lies entirely within Flood Zone 1 and only the car parking area falls within Flood Zones 2 or 3 as identified in the Environment Agency Flood Risk Map below. The proposal seeks the change of use of the building with no additional new development except the creation of a formal access path to the street to allow for access for the bins to be presented at the boundary of the property on collection day.



87. Notwithstanding the above, a proportionate Flood Risk Assessment is required however, the Exception Test is not applicable, and the Sequential Test can usually be satisfied given that the vulnerable residential accommodation is located in the lowest-risk zone. Flooding of parking areas is generally acceptable as a “less vulnerable” use, provided safe pedestrian access and egress can be maintained during flood events. Subject to these matters being addressed, the presence of car parking within Zones 2/3 does not ordinarily prevent the change of use from C2 to C3 from being supported.

88. The application is accompanied by a Flood Risk Assessment prepared by Bellamy Roberts, which has concluded that the proposed change of use would have no impact on flood risk in the local area and the adjacent properties would be unaffected in terms of any flood risk.
89. As this proposal involves a change of use, full flood resilience measures cannot be incorporated however, the applicant has indicated a range of measures such as design solutions to ensure the building is appropriately flood resistant and resilient. This can be secured by the imposition of an appropriate planning condition has proposed the following design measures.
90. The BCP Lead Local Flood Authority (LLFA) upon consultation has indicated that no information has been provided as to how the site currently drains nor the state of the existing drainage infrastructure on the site. Any proposed drainage strategy must be substantiated with evidence to show that the proposal will be sustainable and deliverable, and that it has considered the various constraints that the site may have. Notwithstanding the above, it is your Officer's view that the required additional information could be secured by a planning condition requiring approval by the LPA prior to the occupation of the development.
91. Overall, it is considered that subject to the imposition of conditions requiring the measures specified in the Flood Risk Assessment prepared by Bellamy Roberts to be implemented in full and the submission of a drainage strategy for approval, the proposal would comply with Policy CS4 of the Bournemouth Core Strategy (2012) and Policy 3.24 of the BDWLP (2002).

Planning Balance

92. The proposed re~~use~~^{use} of the existing building to provide residential accommodation is considered to represent an efficient and sustainable use of previously developed land, consistent with the strategic objectives of the Core Strategy, including policies promoting the optimisation of brownfield sites and the delivery of additional housing within the urban area.
93. The harm to the significance of the Wick Village Conservation Area and the setting of the nearby listed buildings would be at the at the lower end of the spectrum of less than substantial harm. However, it is still of considerable importance and weight. The National Planning Policy Framework states that where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, that this harm should be weighed against the public benefits of the proposal. The delivery of 20 new sheltered housing units would contribute positively towards meeting the Council's identified housing needs and accords with the principles of directing growth to established settlements where existing infrastructure can be utilised.
94. In addition, the proposal would accord with the aims of the NPPF, which recognise the need to make efficient use of land and advise that substantial weight should be given to the value of using suitable brownfield sites within settlements for homes. The development would also provide employment during

construction, and ongoing social and economic benefits in terms of supporting services and facilities and the health and wellbeing of older residents, in a location whereby future occupiers would benefit from accessibility to a broad range of services and amenities.

95. It is acknowledged that a significant proportion of local representations relate to concerns regarding the adequacy of on-site car parking provision. In response, the applicant has amended the proposal to provide retirement living accommodation restricted to residents aged 65 and over, for which reduced car ownership and parking demand are typically anticipated. This refinement assists in addressing the primary concern raised and is considered to align with Core Strategy policies supporting accommodation that meets the needs of an ageing population.
96. While the proposed residential use has the potential to generate a greater degree of activity than the former care home use, this increase is not judged to be of an unacceptable magnitude when assessed against the character of the surrounding area or the amenity policies of the Core Strategy.
97. It is further acknowledged that the site falls beyond the generally accepted 400-metre threshold for convenient walking access to shops and public transport services. However, the site nevertheless lies within approximately 600 metres of shopping facilities and bus routes. Although the location is not optimal for retirement living, it is not considered so isolated as to conflict with the sustainable development principles embedded in the Core Strategy. On balance, the site retains reasonable accessibility, and the proposal is therefore regarded as broadly compliant with the strategic policy framework.
98. The Council recognises that the building is currently redundant and that its ongoing vacancy would not deliver any community benefit. The site is also subject to known flood-risk constraints, which may limit the feasibility of more intensive redevelopment in future. While the applicant has referenced a potential fallback position, this consideration is given only limited weight. The decision on the present application is based primarily on the specific planning merits of the current scheme, which is judged to represent a viable, sustainable and policy compliant form of development in its own right.
99. Therefore, having considered the appropriate development plan policy and other material considerations, including the NPPF, it is considered that subject to compliance with the conditions attached to this permission, the development would be in accordance with the Development Plan, would not materially harm the character or appearance of the area or the amenities of neighbouring and proposed occupiers and would be acceptable in terms of traffic safety and convenience. The Development Plan Policies considered in reaching this decision are set out above.

Recommendation

100. **RECOMMENDATION I** - That delegated authority be granted to the Head of Planning Operations to GRANT Permission, for the reasons as set out in this

report, subject to the following conditions, and a deed pursuant to section 106 Town and Country Planning Act 1990 (as amended) securing the terms below with power delegated to the Head of Planning Operations (including any officer exercising their powers if absent and/or the post is vacant and any other officer nominated by them for such a purpose) to agree specific wording provided such wording in the opinion of the Head of Planning (or other relevant officer) does not result in a reduction in the terms identified.

RECOMMENDATION II - That delegated authority be granted to the Head of Planning Operations to refuse planning permission if sufficient progress on concluding the Legal Agreement has not been made within six months of the date of this resolution.

S106 heads of terms:

- Heathlands Mitigation – £7,200.00
- New Forest mitigation – £6,000.00

Conditions

1. Time Limit

The development hereby permitted shall begin not later than the expiration of three years beginning with the date this permission is granted.

Reason: As required by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. Approved Plans

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

Drawing No. PL01 - Location and Existing Site & Block Plan
Drawing No. PL02 Rev C - Proposed Site Plan
Drawing No. PL03 - Existing Ground Floor Plan
Drawing No. PL04 - Existing First & Second Floor Plan
Drawing No. PL05 Rev B - Proposed Ground Floor Plan
Drawing No. PL06 Rev A - Proposed First & Second Floor Plan
Drawing No. PL07 - Existing Elevations Plan (1 of 2)
Drawing No. PL08 - Existing Elevations Plan (2 of 2)
Drawing No. PL09 Rev A - Proposed Elevation Plan (1 of 2)
Drawing No. PL10 Rev A - Proposed Elevation Plan (2 of 2)

Reason: For the avoidance of doubt and in the interests of proper planning.

3. Bin Storage / Presentation Point

Waste and recycling bins associated with the new residential units shall be placed out for collection at the front edge of the site on their approved presentation points where they meet the footway on collection days only, where they should not obstruct any access, parking or turning, before being returned to their approved storage point following collection.

Reason: To preserve the visual amenities of the locality in accordance with Policies CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

4. Vehicle Access

Before the development is occupied or utilised the first 5 metres of the vehicle access, measured from the rear edge of the footway into the site, must be laid out in accordance with approved plans and surfaced using a bound material.

Reason: To ensure that a suitably surfaced and constructed access to the site is provided that prevents loose material being dragged and/or deposited onto the adjacent footway and carriageway causing a safety hazard in accordance with Policies CS18 and CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

5. Car Parking / Turning

Before the development is occupied or utilised, the parking and turning areas shall be constructed and arranged in accordance with approved plans and permanently retained and kept available for their intended purpose, at all times.

Reason: To ensure the proper and appropriate development of the site and to ensure that highway safety is not adversely impacted upon in accordance with Policies CS16 and CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

6. Parking for Cycles and Mobility Scooters

Before the development is occupied or utilised the parking facility for cycles and mobility scooters must have been constructed and arranged in accordance with the approved plans. The store shall have lockable doors with keys made available to staff and residents and shall have internal and external illumination and adequate lighting shall be provided along the route to the stores. Works shall be carried out in accordance these details and completed prior to occupation of the development. Thereafter, these parking facilities must be maintained, kept free from obstruction and available for the purposes specified.

Reason: To ensure the proper construction of the parking facilities and to encourage the use of sustainable transport modes in accordance with Policy CS18 of the Bournemouth Local Plan Core Strategy (October 2012).

7. Hard and soft landscaping

The hard and soft landscape scheme submitted with the application shall be implemented in full prior to occupation or use of the development commencing and permanently retained in accordance with the submitted landscape maintenance schedule unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the proposed development includes a properly designed and suitably landscaped amenity area in the interests of visual amenity and to accord with Policy 4.25 of the Bournemouth District Wide Local Plan (February 2002) and Policy CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

8. Restriction of Occupancy

The development hereby permitted shall be occupied only by: -

- (i) A person aged 65 years or over;
- (ii) A person aged 60 years or older living as part of a single household with the above person in (i); or
- (iii) A person aged 60 years or older who were living as part of a single household with the person identified in (i) who has since died.

Reason: To enable the local planning authority to exercise control of the development and to maintain its specialist designation.

9. External Materials

The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those used in the existing building unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that the finished appearance of the development will enhance the character and visual amenities of the area in accordance with Policy CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

10. Hard Surfacing areas

Any new or replacement hard surfaced area(s) shall either be made of porous materials, or provision shall be made to direct run-off water from the hard surface to a permeable or porous area or surface within the curtilage of the property.

Reason: To provide satisfactory drainage for the development in accordance with Policy CS4 of the Bournemouth Local Plan: Core Strategy (October 2012) and to achieve the objectives set out in the Local Planning Authority's Planning Guidance Note on Sustainable Urban Drainage Systems.

11. Flood Risk – Implementation

Prior to the first occupation of the development hereby permitted, the flood resilience measures specified at paragraph 3.3 in the Flood Risk Assessment Prepared by Bellamy Roberts shall be implemented in full and maintained and retained thereafter.

Reason: To minimise the risk of flooding in accordance with Policy CS4 of the Bournemouth Local Plan: Core Strategy 2012.

12. Surface Water Run Off

A scheme for the on-site storage and regulated discharge of surface water run-off shall be submitted to, and approved in writing by, the Local Planning Authority. The surface water scheme shall be implemented before the first occupation and/or use of the development and be constructed in accordance with the approved details.

Reason: To ensure the proposed development does not overload the existing drainage system resulting in flooding and/or surcharging. To comply with Policy CS4 of the Bournemouth Local Plan: Core Strategy 2012.

13. Biodiversity Enhancements

Within 3 months of the date of this decision, details of a scheme to include biodiversity enhancements to be used in the development shall be submitted to and approved in writing by the Local Planning Authority. This shall include new fencing to have at least one hedgehog gap of 13 cm and 13 cm to allow movement of hedgehog, and at least one built in bat tube or brick to be installed on aspects and heights as recommended by Bat Conservation Trust http://www.bats.org.uk/pages/bat_boxes.html. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the proposed development enriches biodiversity and wildlife habitat and to accord with Policy CS30 of the Bournemouth Local Plan: Core Strategy (October 2012).

Informatives

1. Contamination

If during site works unforeseen contamination is found to be present, then no further development shall be carried out until the developer has consulted the Local Planning Authority. The contamination will need to be assessed and if necessary, an appropriate remediation scheme agreed with the Local Planning Authority.

2. No Storage of Materials on Footway/Highway

The applicant is advised that there should be no storage of any equipment, machinery or materials on the footway/highway including verges and/or shrub borders or beneath the crown spread of Council owned trees.

3. Highway and Surface Water/Loose Material

The applicant is advised that in order to avoid contravention of highways legislation, provision shall be made in the design of the access/drive to ensure that no surface water or loose material drains/spills directly from the site onto the highway.

4. Car Parking Permit Schemes

The applicant should note and inform future residents that residents may be excluded from being able to purchase permits associated with existing or future parking permit schemes controlled by the Council in the area. This is to encourage the use of sustainable modes of travel amongst future residents in line with Council aims to promote sustainable travel.

5. BNG

The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for the development of land in England is deemed to have been granted subject to the condition ("the biodiversity gain condition") that development may not begin unless: (a) a Biodiversity Gain Plan has been submitted to the planning authority, and (b) the planning authority has approved the plan. The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan if one is

required in respect of this permission would be Bournemouth, Christchurch and Poole Council. There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply. These are listed in paragraph 17 of Schedule 7A of the Town and Country Planning Act 1990 and the Biodiversity Gain Requirements (Exemptions) Regulations 2024.

Based on the information available this permission does not require the approval of a biodiversity gain plan before development is begun because one of the statutory exemptions or transitional arrangements listed is relevant”.

Background Documents:

Documents uploaded to that part of the Council’s website that is publicly accessible and specifically relates to the application the subject of this report including all related consultation responses, representations and documents submitted by the applicant in respect of the application.

Notes. This excludes all documents which are considered to contain exempt information for the purposes of Schedule 12A Local Government Act 1972. Reference to published works is not included.