

APPLICATION FOR FULL-PLANNING PERMISSION CASE OFFICER REPORT

APPLICATION REFERENCE:	PL/2026/02795
APPLICATION TYPE:	Full planning permission
SITE ADDRESS:	Ebble Cottage, Romsey Road, Whiteparish, Salisbury, SP5 2SD
DEVELOPMENT DESCRIPTION:	Change of use from a C3 dwelling house to a C2 residential care home for up to 2no children
RECOMMENDATION:	Approve with Conditions

SITE DESCRIPTION/CONTEXT

The application site is a detached dwelling located on the south side of Romsey Road, in Whiteparish. Whiteparish is identified as a Large Village as defined by Wiltshire Core Strategy (WCS) Core Policy 1 (Settlement Strategy) and Core Policy 2 (Delivery Strategy), and Core Policy 23 (Spatial Strategy for the Salisbury Community Area). The site is bordered by residential dwellings to the east, and west, and by the highway to the north. The dwelling is currently under C3 use as a residential dwelling, with private parking area adjacent to the highway, double garage and detached garden room within the curtilage of the site. The site is located in the Mottisfont Bat SAC 7.5km buffer, New Forest Protected Sites 13.8km Recreation zone of influence, and River Test Catchment.

PROPOSAL

The application seeks permission for the change of use of Ebble Cottage, from C3 residential dwelling, to C2, for children living under care/supervision. The proposed change of use is to facilitate a residential children's home for up to 2 children and/or young people, managed by Horizon Care and Education Group Ltd. The application seeks no external alterations to the existing dwelling.

PLANNING HISTORY

Proposal / Summary
S/2004/0549 - Full planning permission Decision - Approve with Conditions Date: 6/5/2004 – Existing Residential Property Demolition Of Existing Utility Room New Ground Floor Extension To Form New Utility Area Loft Conversion To Form New Shower Room And WC
S/2005/1620 - Full planning permission Decision - Approve with Conditions Date: 5/10/2005 – Erect Single Storey Extension To North Elevation And Dormer Windows To East Elevation
13/07206/FUL - Full planning permission Decision - Approve with Conditions Date: 3/2/2014 – First floor extension to provide 2 bedrooms, new roof windows to existing first floor, re-roof existing conservatory, convert existing garage into office, erect car barn to front of property and associated landscaping
19/10392/FUL - Full planning permission Decision - Approve with Conditions Date: 6/1/2020 – Erection of outbuilding
17/00884/FUL - Full planning permission Decision - Approve with Conditions Date: 23/3/2017 – Single storey rear extension following demolition of existing conservatory
18/02929/FUL - Full planning permission Decision - Approve with Conditions Date: 10/5/2018 – Erection of a detached double garage

19/05569/FUL - Full planning permission Decision - Approve with Conditions Date: 5/8/2019 – Front garden wall (Retrospective).
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19/06466/FUL - Full planning permission Decision - Approve with Conditions Date: 21/8/2019 – Two storey rear extension
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RELEVANT LEGISLATION, POLICIES AND GUIDANCE

Statutory Legislation:

National Planning Policy:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- National Design Guide

Development Plan:

The adopted *Wiltshire Core Strategy (WCS)*, with particular regard to:

- Core Policy 1 Settlement Strategy;
- Core Policy 2 Delivery Strategy;
- Core Policy 23 Spatial Strategy: Southern Wiltshire Community Area;
- Core Policy 34 Additional Employment Land;
- Core Policy 36 Economic Regeneration;
- Core Policy 46 Meeting the Needs of Wiltshire's Vulnerable and Older People;
- Core Policy 51 Landscape
- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 60 Sustainable Transport;
- Core Policy 61 Transport & Development;
- Core Policy 64 Demand Management
- Core Policy 69 Protection of the River Avon SAC

Supplementary Planning Documents and other Guidance:

- Wiltshire Design Guide (adopted April 2024)
- Wiltshire Local Transport Plan 2011-2026, adopted 2015 - including the Car Parking Strategy and Cycling Strategy, adopted 2015
- Wiltshire Local Cycling and Walking Infrastructure Plan (LCWIP)
 - Active travel infrastructure design standards 2022
 - Active travel parking standards and design guide 2022

ISSUES

The main issues that need to be addressed in this case include:

- Whether the development is acceptable in principle (CP 1 and 2)
- Whether the scheme constitutes high quality design (CP 57)
- Whether the scheme would have an acceptable impact upon the reasonable living conditions of the adjoining occupants (CP 57)
- Whether the proposal would have a negative effect upon highway safety, including if there is sufficient parking for the proposed development (CP 61 and 64)

CONSULTATION RESPONSES

WC Highways: No Objection, comment stated below:

Introduction and Existing Situation

The application relates to a detached four-bedroom property at Ebbles Cottage, which is currently occupied as a residential dwelling. Vehicle access is taken directly from the A27, Romsey Road, via an existing gated driveway, which provides access to double garage and driveway parking and turning facilities.

Proposed Use

The proposal seeks the change of use of the existing dwelling residential care home (Class C2) for up to 2 children on short term placements.

No physical alterations to the building are proposed. The accommodation within the property comprises a kitchen/family/dining room, utility, lounge/snug, and sitting room at ground floor level, with four bedrooms and a bathroom at first floor level.

The supporting statement with the application advises that the proposed care home (to be known as Aurora House) would operate generally with a staffing ratio of 3:2 based on 1:1 for each young person and an additional support staff member, when needed. It is, however, understood that the manager could also be on site at times, but not every day.

It is advised that staff handovers would be every 48 hours, with a 30mins overlap but staggered to ensure the changeovers do not occur at the same time.

Visitors such as social workers take place once every six weeks, which regularly take place outside of the home, and quality assurance visits take place once every 6-8 weeks. Other visitors, such as family, and deliveries would also occur, as would be expected for a general residential dwelling.

Sustainability

The site lies within the settlement boundary of Whiteparish with access to local facilities and public transport and is therefore regarded as locationally sustainable.

Access and Parking Considerations

In accordance with the emerging Parking Standards, a C2 use requires 1 parking space per 3 bedrooms and 1 space per 2 members of staff (based on the maximum number of staff on site at any one time)

C2: Residential Institutions ** See definitions below	Hospitals Residential Care Home Nursing Homes Specialised Housing/ Supported Acc.	1 per 4 members of staff + 1 per 3 visitors 1 per 4 bedrooms + 1 per 2 staff **maximum staff on site at any one time 1 per 4 bedrooms + 1 per 2 staff ** maximum staff on site at any one time 1 per 3 bedrooms + 1 per 2 staff ** maximum staff on site at any one time
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Definitions

****Use Class C2** is defined as 'personal care for people in need of such care by reason of old age, disablement, past or present dependence on alcohol or drugs or past or present mental disorder, and in class C2 also includes the personal care of children and medical care and treatment' "Use Class Order 1987.

Land Use	Definition
Residential Care Home	A residential building for the residency of older people who require extra support.
Nursing Home	A residential building which provides more intense support and care. This can include (though not excluded to) medical care, dementia care and similar support.
Specialised housing/Supported Accommodation	A Residential unit which can cover a range of social care demands. This can include (though not exclusively) Adult social care, care leavers, Children Care homes, Mental Health Residential units, Dependency support, Disability independent living with support.

Based on the submitted information, a maximum of 4 parking spaces would be required to support the proposed use.

The application advises that there would generally be no more than 4 members of staff on

site at any one time, with a corresponding maximum parking demand for 4 vehicles. It is noted that staff handovers would be staggered to avoid peak overlap periods and minimise parking demand at any single point in time.

The submitted Parking Plan demonstrates that the site can accommodate approximately 6 vehicles within the existing driveway area, in addition to providing adequate turning space within the site. This level of provision exceeds the maximum likely demand associated with the proposed use and allows sufficient flexibility to accommodate occasional visitors and deliveries.

Even when considering a realistic worst-case scenario, including staff overlap during handover periods and ad hoc visits, the available on-site parking and turning provision is considered sufficient to accommodate all vehicles without reliance on the public highway. The nature of the proposed use, accommodating only two residents with a small number of staff, is such that vehicle movements would be limited. Overall trip generation is expected to be comparable to, or potentially less than, that associated with a typical family dwelling of a similar size.

Vehicular access to the site is taken from the A27 via an established gated access, which currently serves the residential use. As no changes to the access arrangements are proposed, and the intensity of use is not considered to materially increase, the existing access is considered adequate to serve the development.

Cycle parking can be accommodated within the existing double garage, providing a secure and covered option for sustainable travel modes.

Summary and Recommendations

The proposed change of use to a small-scale residential care home would accommodate up to two children supported by a limited number of staff.

The level of on-site parking provision exceeds the maximum likely demand and appropriate turning can be achieved within the site. The scale and nature of the use are such that traffic generation would not materially exceed that of the existing lawful residential use.

On this basis, the proposal is not considered to result in a severe impact on the local highway network, and the development is therefore acceptable in highway terms.

Accordingly, no highway objection is raised to the proposed development.

Informative

The above recommendation is based on the submitted details, including the scale of occupation (two residents) and associated staffing levels. Should the nature or intensity of the use materially change, further assessment of the highway impacts may be required.

WC Public Protection: No comment

Whiteparish Parish Council: Objection, stated below:

(01/06/2026) Whiteparish Parish Council objects to this application on the grounds of the correct process not being followed and a lack of information. The Parish Council is concerned that approving this application in a residential area would set a precedent that could prove detrimental to future village life.

Following erection of a site notice, the Parish Council requested the opportunity to provide an updated response to the application. Comment stated below:

(25/06/2026) Whiteparish Parish Council understands that process has been followed and a meeting has taken place between Wiltshire Council, the applicant, residents and to which members of the Parish Council were invited.

Whiteparish Parish Council resolved that should Wiltshire Council's Planning Officer be minded to approve the application that the following conditions are met:

- 1. There is a 6ft close boarded fence all the way around the property, in keeping with the fencing already there. Plus, 6ft hedging, complete and continuous, all the way around the property and within its boundary.*
- 2. Limit parking to 6 cars at a time.*
- 3. All subject to Ofsted approval.*
- 4. Remove permitted development rights.*

REPRESENTATIONS

In accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended), the application was publicised by way of:

- Neighbour notification letters sent to adjoining and nearby properties;
- A site notice displayed near the site.

These methods were used to inform interested parties and provide a period of 21 days for comments to be submitted.

Below is a summary of the representations received during the consultation period. Only material planning considerations have been taken into account in the assessment of this application. Non-material issues, such as property values or private legal disputes, cannot be considered in the determination process.

1 mixed response, raising similar concerns and comments as the support and objection responses.

11 comments of support, key themes summarised below:

Scale and residential compatibility

- Proposal involves only two children, would therefore maintain a small-scale, residential use
- Will remain residential in character, compatible with the surrounding area
- No significant alterations are proposed, limited visual impact

Impact on amenity (noise, disturbance, traffic)

- Change of use would generate no greater disturbance than a large family occupying the dwelling
- Professionally managed and staffed, with structured routines and oversight
- Potential impacts (noise, parking, activity levels) can be controlled through planning conditions

Comparison with existing use

- Could lawfully accommodate a large family with multiple vehicles and higher activity levels without any planning control
- Proposed use would be more controlled and predictable

Community and social benefits

- Provide much-needed accommodation for vulnerable children
- Location within an established community allows for access to services, education, and support networks

6 objections, key themes summarised below:

Intensification of use and change in character

- Material intensification beyond a single dwelling
- Operation as an assessment centre, rather than a care home, concerns regarding:
 - High turnover of residents
 - Increased staffing levels
 - 24/7 operational activity
- Not compatible with the quiet residential character of the area

Residential Amenity, Noise and Disturbance

- Adverse impacts on immediate neighbours
- Loss of privacy
- Impacts from shift changes (day/night), late-night arrivals and emergency placements, visitors, professionals, and support staff, use of outdoor areas (raised terrace amplifying sound), vehicles on gravel driveway
- Close proximity of neighbouring properties.

Highway Safety and Parking

- Limited on-site parking provision relative to staff numbers, visiting professionals, family visits
- On-street parking on nearby roads, including near a bend
- Potential impact on highway safety and access to neighbouring properties

Security and Safety Concerns

- Gaps in boundary treatment, inadequate security measures
- Risk of unauthorised access
- Concerns regarding suitability of features including raised terrace, hot tub/jacuzzi, and outbuildings
- Potential risks to residents and neighbours

Impact on Character of Area and Sustainability

- Change from quiet residential dwelling to a high-activity institutional use
- Concerns about increased traffic and activity levels, and erosion of village character
- Unsustainable location with limited local facilities, poor public transport, unsuitable distance from larger towns

Consultation, Process, and Information Issues

- Local residents not properly consulted
- Notification was delayed
- Doubts expressed about the validity of supporting comments
- Lack of clarity regarding use of outbuildings (garage/flat/garden room), security measures, noise mitigation strategy, management of outdoor spaces
- Inconsistency in submission, query regarding use as a care home or assessment centre
- Concerns that intended use has not been fully disclosed, supporting documents suggest a more intensive, commercial operation

ASSESSMENT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

"If regard is to be had to the development plan for the purposes of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise."

In accordance with this statutory requirement, this application has been assessed against the relevant policies of the Development Plan, including the Wiltshire Core Strategy (2015) and, where applicable, any made Neighbourhood Plans. Consideration has also been given to the policies of the National Planning Policy Framework (NPPF) as a material consideration in the assessment.

Principle of Development

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.

Core Policy 1 of the Wiltshire Core Strategy explains that there is a general presumption in favour of sustainable development at the Principal Settlements, Market Towns, Local Service Centres and Large Villages. The site is set within the Large Village of Whiteparish, which under CP1 of the WCS where development will be limited to that needed to help meet the housing needs of settlements and to improve employment opportunities, services and facilities.

CP46 'Meeting the Needs of Wiltshire's Vulnerable and Older People' of the WCS states that the provision of homes and accommodation for vulnerable peoples will be supported, including but not limited to people with learning disabilities, and such accommodation should be provided in sustainable locations where there is an identified need, within settlements identified in CP1, normally in the Principle Settlements and Market Towns, where there is good access to services and facilities. In exceptional circumstances, the provision of specialist accommodation outside but adjacent to the Principal Settlements and Market Towns will be considered, provided that a genuine, and evidenced, need is justified, environmental and landscape considerations will not be compromised, facilities and services are accessible from the site, its scale and type is appropriate to the nature of the settlement and will respect the character and setting of that settlement. Whiteparish is identified as a

Large Village in the Development Plan, which has suitable access to services and amenities, and under CP1, can support development to improve employment opportunities, services and facilities.

Considering the relevant policy, the proposed change of use is acceptable in principle. It is considered that the proposed change of use would not result in significant intensification of the application site beyond the existing use of the dwelling, that would adversely impact the neighbouring properties or locality. The proposal is therefore acceptable in principle subject to considerations of site-specific impacts and other material considerations which are addressed further, below.

Design and Impact on the Character and Appearance of the Area

Core Policy 57 states that new development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality.

The proposal does not include any alterations to the existing dwelling, with no changes proposed to the fenestrations, materials, or access to the dwelling. The existing dwelling is set within a residential street, where there are dwellings of varied styles and layout. The proposal seeks permission only for the change of use of the existing dwelling, with no external alterations to the property or outbuildings. As the scale and previous use of the dwelling was suitable within the context of the area, the proposal for the change of use is not considered of potential harm to visual amenity.

The Parish Council, in their second response to the consultation, requested a condition to remove permitted development (PD) rights. It is unclear what the Parish Council wanted to restrict in this respect, however C2 use of a building does not have the same Permitted Development Rights as a C3 residential use. The only PD rights of a C2 use are Under Class T of the General Permitted Development Order (GDPO) which allows the change from C2 (residential institutions) to a state funded school or registered nursery. This does, however, require a prior approval application. There is not considered any suitable condition to remove PD rights when granting consent for C2 use, and as such this has not been included on this consent. Ebble Cottage remains a detached dwellinghouse, with the granting of consent for C2 use, and could not function as a state funded school or registered nursery without prior approval from the Local Planning Authority.

Third party representations raised concerns regarding intensification, turnover and operational activity, and this not being compatible with the quiet residential character of the area. The change of use to a residential care facility is not considered intensification, as the dwelling is not to be extended, and will facilitate residential care for up to 2 children. The dwelling is a 4 bedroom detached dwelling, which can easily accommodate 2 children/young people and would not reflect an intensification of the use. Occupation of the dwelling by 2 children, and typically 3 members of staff, is not considered measurably different, or of a heightened or inappropriate scale for the existing dwelling. It has been confirmed in the application submission staff handover is to take place every 48 hours, at 10am with a 30-minute overlap, staggered to ensure vehicle numbers are limited. The typical movements occurring at Ebble Cottage, functioning under C2 use would comprise deliveries, quality assurance visits, staff handovers, and transportation of the children. These movements

would be similar to that of the C3 use as existing. As such, the proposal is not considered an intensity of use that would require refusal of consent.

As the dwelling is to remain as existing, the change in occupation is not considered of detrimental impact on the character of the area. The dwelling will be occupied by a suitable number of individuals, that would not reflect a change in character beyond the residential occupation under C3 use.

This consent includes a condition which limits the number of children to no more than 2, which ensures there wouldn't be an unsuitable or unacceptable number of individuals in the dwelling, beyond that of its scale.

Neighbours raised concerns regarding existing features at the site, including the raised terrace, hot tub/jacuzzi, and outbuildings. Previous consents for the outbuilding in the rear garden, and garage to the front of the site, have planning conditions limiting their use, and these remain relevant with a C2 use. As such, their use within the site as a residential care facility are not considered materially different to that of residential use, and would not therefore be of harm to residential amenity. The impact of these buildings on residential amenity would have been assessed when consent was granted. It is for Horizon Care Group to monitor the safety of the children in care at Ebble Cottage, and outside of the Planning process there are measures in place that would ensure no child was at risk of harm or injury through the existence of a raised terrace, hot tub, or other features within the site. As such, there is not considered reason for refusal on these grounds.

As there are no proposed alterations to the dwelling, in terms of design and visual appearance, and the application is to be occupied by a suitable and controlled number of individuals, the application is considered acceptable in preserving the character of the site and would not have a detrimental effect on the streetscene or the character of the surrounding area.

Amenity

Point vii of Core Policy 57 - Ensuring High Quality Design and Place Shaping of the Wiltshire Core Strategy seeks to ensure that developments do not adversely affect neighbouring properties requiring in criteria vii for developments to have *"regard to the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants, and ensuring that appropriate levels of amenity are achievable within the development itself, including the consideration of privacy, overshadowing, vibration, and pollution (e.g. light intrusion, noise, smoke, fumes, effluent, waste or litter)"*.

The National Planning Policy Framework (NPPF), particularly Paragraph 135(f), stresses that planning decisions should ensure developments provide a high standard of amenity for existing and future users.

The proposed development has been assessed in terms of its potential impact on the residential amenity of neighbouring properties. The site is located within a residential area in the Large Village of Whiteparish, neighboured by residential dwellings to the east and west, and by the highway to the north. No alterations are proposed externally, nor are any

extensions to the dwelling permitted as part of this application, the only development proposed in this application is a change of use.



The dwellinghouse is located within a residential area where a degree of overlooking and inter-relationship already exists. The dwelling is detached, with residential dwellings to the east and the west, and the comments received from the neighbouring properties in respect of loss of privacy are duly noted.

No alterations are proposed externally, nor are any extensions to the dwelling included in this application. The only development permitted in this application is the change of use from C3 (residential) to C2 (residential institutions).

Comments from Public Protection were sought during consultation, and a response of no comment was received. It is understood that the children or young people residing at the dwelling will be supervised at all times by appropriately trained professionals, it is expected that this will ensure any behavioural or noise related issues are promptly and effectively managed.

The proposal is for change of use from a 4-bedroom dwelling house to a care facility for up to 2 young people with attendant carers. As such, it is considered that the building will operate much as would a family home with two children of varying ages. The concerns raised within the submitted representations are duly noted and officers understand the concerns expressed regarding potential disruption created by the changeover of staff over the course of the day. However, given the scale of the development, the number of staff to be present at any one time, and the associated arrival/departure related traffic movements site each day, the extent of disruption would likely be very limited and temporary in nature.

Neighbour comments raised concern regarding potential impacts from shift changes, late night arrivals, noise from the gravel driveway, and use of outdoor areas. As previously noted, shift changes will happen every 48 hours at 10am, which would not be of detrimental impact beyond residential occupation of a shift worker. With residential use, owners are able to enter and exit their homes and driveways at any time, and as such the C2 use, with more restricted operating times, and regular change overs, is not considered of further harm than the existing use.

There is sufficient off-street driveway parking and manoeuvring capacity within the application site to ensure this would not result in detrimental impact on access to neighbouring dwellings. The entrance to the site is gated, with capacity for at least 6 cars,

without the use of the highway for parking or turning. As previously mentioned, the impact of the C2 use is considered comparable to its current C3 use, particularly in regard to movement in and out, and around the site throughout the daytime.

The impact of noise disruption on neighbouring dwellings was raised during consultation, highlighting the use of the private rear garden and proximity to neighbours. The use of the private garden, for 2 children who would be housed at Ebble Cottage is not considered of measurable harm to neighbouring dwellings as, if occupied under use class C3 as existing, the use of the garden for residential purposes would likely be of similar impact. The change of use from C3 residential to C2, classified as use for the provision of residential accommodation and care to people in need of care (other than a use within class C3 (dwelling houses)), use as a hospital or nursing home or use as a residential school, college or training centre, is not likely to increase the noise level within the residential area to the detriment of neighbouring dwellings. Concerns raised regarding the impact of development on privacy are noted, however there are no alterations proposed to the existing dwelling, the fenestrations, or rear garden arrangement.

The application files, in the Planning Statement, included reference to a new fence which is to be erected within the rear garden where gaps in the boundary hedges are found, ensuring privacy and security for both Ebble Cottage and neighbouring dwellings. A condition relating to this has been included on this consent, to ensure the boundary fencing is erected prior to occupation, and maintained for the lifetime of the development.

Should the dwelling be occupied as a residential property as existing, the proximity to neighbouring dwellings would remain the same, and the impact on residential amenity would also remain the same. Noise disturbance is a civil matter, and the occupation of Ebble Cottage by up to 2 children and 3 staff is not excessive given the scale of the dwelling, and with appropriate access and parking provision as confirmed by statutory consultees, would not be of harm to the adjacent highway and pavement areas.

Officers are aware that there are concerns over the potential impact on the area, and neighbours, from behaviour, however there are services in place outside the planning system to deal with such issues should they arise. It should also be noted that such issues are not restricted to, nor inevitable, from the occupants of residential care homes for young people, and although comments regarding unauthorised access, and potential risk to neighbours are noted, it remains the Officer's position that as the young people occupying the dwelling would be under 24 hour supervision, typically with a ratio of 3:2 for staff to children, means at all times the occupants will be suitably monitored and cared for. Boundary treatments, and safety of neighbours, is not considered of any further impact than as existing C3 residential use. Therefore, as the property will be utilised in much the same manner as could the dwellinghouse at present if rented or owned, it is not considered that there would be the potential for any greater impact on neighbouring amenity as a result of the proposed change of use.

Officers fully recognise the importance of there being a mechanism in place for any complaints to be raised regarding noise and disturbance from the premises. The Council has a well-established complaints system, and any statutory noise nuisance would fall to the

Council's environment control and protection team to investigate, which falls outside the determining of planning applications.

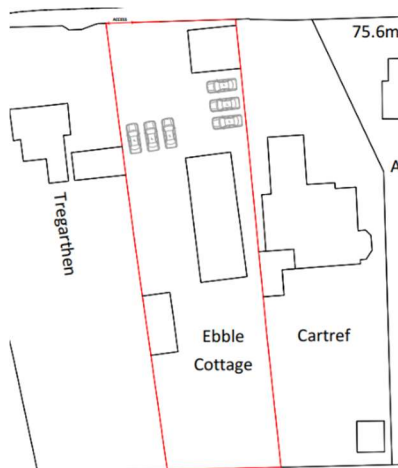
Highways Impacts and Parking

Transport implications are a key factor in assessing planning applications, especially for larger developments. Proposals must demonstrate:

- Safe and suitable access for all users, including pedestrians, cyclists, and those with mobility impairments.
- No severe residual impacts on the surrounding highway network.
- Promotion of sustainable travel, reducing reliance on private vehicles.
- Adequate parking and cycle provision, in line with adopted standards.
- Protection and enhancement of public rights of way and active travel routes.

Relevant policies include Core Policies 60–64 of the Wiltshire Core Strategy, supported by the Wiltshire Local Transport Plan, Car Parking Strategy, and Cycling Strategy. The Local Cycling and Walking Infrastructure Plan (LCWIP) and LTN 1/20 (DfT) provide further design guidance for active travel infrastructure.

The highways consultee responded to the application with no objection. Detailed staffing arrangements were provided in writing, and based on the submitted information it was ascertained that a maximum of 4 parking spaces would be required to support the proposed use. The parking plan submitted with the application files demonstrates that the site can accommodate 6 vehicles within the existing driveway, in addition to providing adequate turning space within the site. Overall trip generation is expected to be comparable to, or potentially less than, that associated with a typical family dwelling of a similar size.



The highways consultee concluded that the proposed change of use to a small scale residential care home would accommodate up to two children supported by a limited number of staff. The level of on-site parking provision exceeds the maximum likely demand, and appropriate turning can be achieved within the site. The scale and nature of the use are such that traffic generation would not materially exceed that of the existing lawful use, and on that basis, the proposal is therefore acceptable in highway terms.

As previously addressed, neighbour comments, and the Parish Council, raised concerns regarding the number of vehicles accessing and parking at the site. As has been ascertained, and confirmed by the highways consultee, there is sufficient off-street parking to meet the

proposed use. The Parish Council requested a condition be included on this consent to limit parking to 6 cars at a time. This is not considered necessary, as the site has suitable access, parking, and manoeuvring to accommodate a minimum of 6 vehicles. Instead, a condition limiting the occupancy to 2 children at any time has been included, as this ensures the site does not require a larger number of staff, which could increase vehicles on the site.

Ecology and Biodiversity

Core Policy 50 of the Wiltshire Core Strategy requires development to avoid harm to ecological assets, deliver measurable Biodiversity Net Gain (BNG), in line with the Environment Act 2021, support habitat restoration and connectivity, and integrate biodiversity into site design.

Unless exempt, National policy requires a minimum of 10% Biodiversity Net Gain (BNG) for major developments, demonstrated via biodiversity Metric calculations and ecological assessments (e.g. PEAs, Phase 1 surveys, protected species surveys). The application meets the de minimis exception criteria and does not, therefore, have to provide BNG, as there are no external works proposed, and no net loss of habitat.

As the application is for a change of use, its position within the Mottisfont Bat SAC 7.5km buffer, New Forest Protected Sites 13.8km Recreation zone of influence, and River Test Catchment, the occupation of the dwelling as a residential care facility is not considered of potential detrimental impact on these protected sites and species. The change of use would not introduce any additional overnight accommodation, nor would it alter the existing dwelling, or impact any habitat or wildlife species. Ebble Cottage will remain as existing and is not therefore required to provide mitigation for ecology and biodiversity.

Other Issues

During consultation, other issues were raised. Third party representations have suggested that local residents were not properly consulted, and notification was delayed. Neighbour consultation letters were sent out when the application was validated, notifying all surrounding neighbours directly of the application. A site notice was sent to the application site, however as this is currently unoccupied, the Case Officer then attended the site to erect a site notice on 26/05/2026. Due to this, the consultation period was further extended for 21 days from the date the site notice was displayed. The Parish Council asked for a further extension to allow them to provide updated comments on the application, which was also accommodated, allowing a total of 6 weeks for comments to be submitted in response to the application from the date of validation, and publication on the public register.

The Officer is satisfied that the information provided in the application files is sufficient to assess the impact of the proposal. The application is for a change of use to C2, which is deemed acceptable and appropriate at this site. The Officer, and statutory consultees, are satisfied that the information provided allows for full and proper assessment of the application, and should more information have been required, it would have been sought throughout the processing of the application. Only material planning considerations can be taken into account, and anything outside of this, does not form part of the assessment criteria.

The Parish Council, in their further consultation response, requested that a condition be included on the consent that the application is subject to Ofsted Approval. It is not the requirement of planning consent to secure Ofsted approval, this is to be dealt with outside of

the planning process. This application allows only for the change of use from C3 to C2, and any requirements or regulations outside of this, to allow the home to operate for the proposed use, falls outside of the remit of the planning process. It is the responsibility of the applicant to deal with, and obtain, any of the necessary regulatory obligations, and as such cannot be conditioned on a planning consent.

Third party comments also mentioned the financial implications of the leasing of Ebble Cottage for the proposed C2 use. This is not a material consideration for the assessment of planning applications, nor are the high costs involved in operating the residential care home in this location. The application has been assessed on the material considerations, potential impacts, and relevant policy. Matters outside of this are not justified reasons for refusal, nor do they require consideration in the assessment of this planning application.

PLANNING BALANCE AND CONCLUSION

At the heart of the NPPF there is a presumption in favour of sustainable development requiring local planning authorities to approve development proposals that accord with an up-to-date development plan without delay; and where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless (taken from paragraph 11d of the NPPF):

- The application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing development proposed; or
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

As detailed above, the local concerns are all fully noted and understood. However, officers have not identified any substantive material harm or policy conflict with either the adopted Core Strategy or the NPPF. Whilst it is appreciated that the proposal may lead to an increase in vehicle movements to and from the site, associated with staff shift patterns, this would not be significant and nor would it amount to an unacceptable impact on neighbouring amenity. In the absence of any technical grounds to refuse the application and with due regard to the existing use of the site being a 4 bedroom dwellinghouse, which would also generate a number of vehicles movements over the course of a day, there is no evidence presented within the objections to justify a refusal in terms of highway impacts, sustainability, noise and disturbance. The proposal does not seek any alterations to the external dwelling, with no extensions or changes to fenestrations proposed to the existing dwelling. It is not considered of harm to residential amenity, respective of consideration for overlooking, privacy, boundary treatments and noise disturbance. A full assessment, and necessary conditions, has been conducted, and have been implemented. The application is considered in full compliance with the relevant policy, and is therefore recommended for approval.

RECOMMENDATION:

That Planning 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 the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

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

Parking Plan Ref: D-03 Date Received: 30/04/2026

Site Plan Ref: D-02 Date Received: 30/04/2026

Location Plan Date Received: 30/04/2026

Proposed Floor Plans Ref: D-01B Date Received: 30/04/2026

Application Form Date Received: 30/04/2026

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

3. The development hereby approved shall only be used as a children's residential home (C2 use) and for no other purpose (including any other purpose in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (or in any provision equivalent to that Class in any statutory instrument revoking and reenacting that Order with or without modification) without the prior expressed planning permission of the Local Planning Authority.

REASON: The proposed use is acceptable, but the Local Planning Authority wish to consider any future proposal for a change of use having regard to the circumstances of the case.

4. Prior to occupation for the hereby permitted C2 use, a boundary fence along the east, south, and west boundaries of the rear garden of Ebble Cottage shall be implemented. The fence will be retained and maintained as such thereafter, for the lifetime of the development.

REASON: To ensure the development continues to protect the character of the area and the amenity of neighbouring occupiers.

5. The development hereby permitted shall be limited to a maximum of 2 children at any one time. Additional occupancy above 2 Children is not permitted until details are submitted to and approved in writing by the Local Planning Authority.

REASON: In the interests of residential amenity, highways safety and sufficient off-street parking.

INFORMATIVE

The applicant is advised that this permission authorises a change of use only and does not authorise any works or alterations that may require planning permission.