

11 January 2019

## **DEVELOPMENT CONTROL COMMITTEE**

A meeting of the Development Control Committee will be held on **TUESDAY 22 JANUARY 2019** in the Council Chamber, Ebley Mill, Ebley Wharf, Stroud at **5.00 pm.**



Chief Executive

**Please Note:**

- i. This meeting will be filmed for live or subsequent broadcast via the Council's internet site ([www.stroud.gov.uk](http://www.stroud.gov.uk)). By entering the Council Chamber you are consenting to being filmed. The whole of the meeting will be filmed except where there are confidential or exempt items, which may need to be considered in the absence of the press and public.
- ii. The procedure for public speaking which applies to Development Control Committee is set out on the page immediately preceding the Planning Schedule.

### **A G E N D A**

**1 APOLOGIES**

To receive apologies for absence.

**2 DECLARATIONS OF INTEREST**

To receive Declarations of Interest in relation to planning matters.

**3 PLANNING SCHEDULE AND PROCEDURE FOR PUBLIC SPEAKING**

(Note: For access to information purposes, the background papers for the applications listed in the above schedule are the application itself and subsequent papers as listed in the relevant file.)

**3.1 FORMER STANDISH HOSPITAL AND FORMER WESTRIDGE HOSPITAL, STANDISH, STONEHOUSE (S.17/2729/FUL)**

Conversion and refurbishment of the former Standish Hospital complex, including Standish House (Building A), Stable Block (Building B), Ward Blocks (Buildings C and G), Hydrotherapy Building (Building I), and demolition and works to associated outbuildings to form 48 dwellings; demolition of Westridge Hospital and associated building.

Development of 99 new build homes within the grounds; conversion; associated surface vehicle and cycle car parking, pedestrian and vehicular access and associated ancillary development, landscaping, ancillary storage and plant and ecological bat housing; and all associated engineering works and operations.

Conversion of, and extension to, Standish Lodge (Building L) for use as flexible use building (associated workers accommodation, community cafe, design studio, office, gardeners equipment storage and workshop) with associated parking area with access off the main drive and landscaped kitchen gardens. (381697 - 206767).

**3.2 FORMER STANDISH HOSPITAL AND FORMER WESTRIDGE HOSPITAL, STANDISH, STONEHOUSE (S.17/2730/LBC)**

Conversion and refurbishment of the former Standish Hospital complex. (381697 - 206767).

**Members of Development Control Committee**

**Councillor Tom Williams (Chair)**  
**Councillor John Marjoram (Vice-Chair)**

Councillor Martin Baxendale

Councillor Dorcas Binns

Councillor Miranda Clifton

Councillor Nigel Cooper

Councillor Haydn Jones

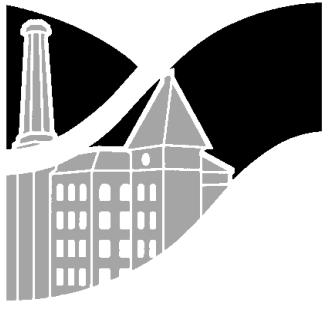
Councillor Steve Lydon

Councillor Karen McKeown

Councillor Jenny Miles

Councillor Mark Reeves

Councillor Jessica Tomblin



# **Stroud District Council**

## **Planning Schedule**

### **22<sup>nd</sup> January 2019**

In cases where a Site Inspection has taken place, this is because Members felt they would be better informed to make a decision on the application at the next Committee. Accordingly the view expressed by the Site Panel is a factor to be taken into consideration on the application and a final decision is only made after Members have fully debated the issues arising.

## **DEVELOPMENT CONTROL COMMITTEE**

### **Procedure for Public Speaking**

The Council have agreed to introduce public speaking at meetings of the Development Control Committee.

Public speaking is only permitted on those items contained within the schedule of applications. It is not permitted on any other items on the Agenda. The purpose of public speaking is to emphasise comments and evidence already submitted through the planning system. Speakers should refrain from bringing photographs or other documents as it is not an opportunity to introduce new evidence.

The Chair will ask for those wishing to speak to identify themselves by name at the beginning of proceedings. There are four available slots for each schedule item:-

Ward Councillor(s)  
Town or Parish representative  
Spokesperson against the scheme and  
Spokesperson for the scheme.

Each slot (with the exception of Ward Councillors who are covered by the Council's Constitution) will not exceed 3 minutes in duration. If there is more than one person who wishes to speak in the same slot, they will need either to appoint a spokesperson to speak for all, or share the slot equally. Speakers should restrict their statement to issues already in the public arena. Please note that statements will be recorded and broadcast over the internet as part of the Councils webcasting of its meetings; they may also be used for subsequent proceedings such as an appeal. Names may be recorded in the Committee Minutes.

The order for each item on the schedule is

1. Introduction of item by the Chair
2. Brief update by the planning officer.
3. Public Speaking
  - a. Ward Member(s)
  - b. Parish Council
  - c. Those who oppose
  - d. Those who support
4. Member questions of officers
5. Motion
6. Debate
7. Vote

A copy of the Scheme for Public Speaking at Development Control Committee meetings is available at the meeting.

Parish	Application	Item
Standish Parish Council	<p>Former Standish Hospital And Former Westridge Hospital, Standish, Stonehouse.</p> <p>S.17/2729/FUL - Conversion and refurbishment of the former Standish Hospital complex, including Standish House (Building A), Stable Block (Building B), Ward Blocks (Buildings C and G), Hydrotherapy Building (Building I), and demolition and works to associated outbuildings to form 48 dwellings; demolition of Westridge Hospital and associated building.</p> <p>Development of 99 new build homes within the grounds; conversion; associated surface vehicle and cycle car parking, pedestrian and vehicular access and associated ancillary development, landscaping, ancillary storage and plant and ecological bat housing; and all associated engineering works and operations.</p> <p>Conversion of, and extension to, Standish Lodge (Building L) for use as flexible use building (associated workers accommodation, community cafe, design studio, office, gardeners equipment storage and workshop) with associated parking area with access off the main drive and landscaped kitchen gardens. (381697 - 206767)</p>	01
Standish Parish Council	<p>Former Standish Hospital And Former Westridge Hospital, Standish, Stonehouse.</p> <p>S.17/2730/LBC - Conversion and refurbishment of the former Standish Hospital complex. (381697 - 206767)</p>	02

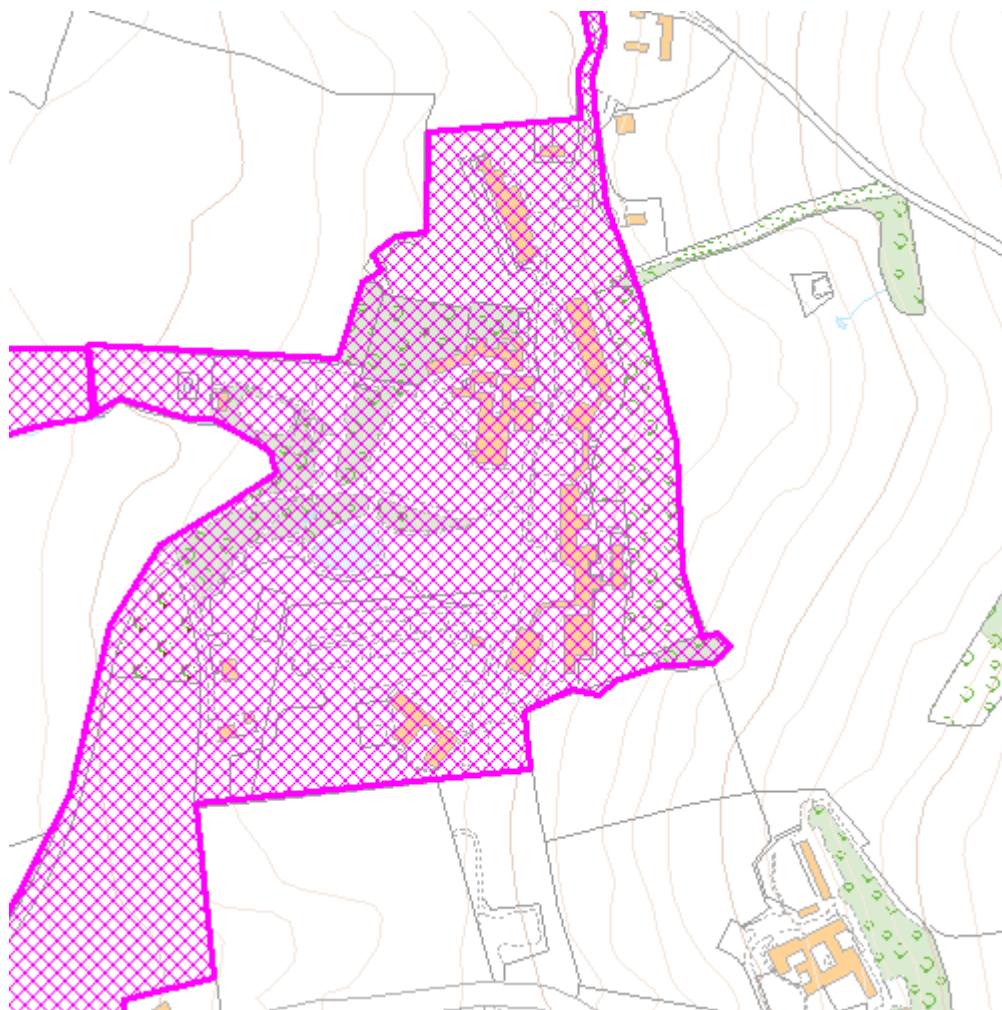


## Development Control Committee Schedule

<b>Item No:</b>	<b>01</b>
<b>Application No.</b>	S.17/2729/FUL
<b>Site No.</b>	PP-06568145
<b>Site Address</b>	Former Standish Hospital And Former Westridge Hospital, Standish, Stonehouse, Gloucestershire
<b>Town/Parish</b>	Standish Parish Council
<b>Grid Reference</b>	381697,206767
<b>Application Type</b>	Full Planning Application
<b>Proposal</b>	<p>Conversion and refurbishment of the former Standish Hospital complex, including Standish House (Building A), Stable Block (Building B), Ward Blocks (Buildings C and G), Hydrotherapy Building (Building I), and demolition and works to associated outbuildings to form 48 dwellings; demolition of Westridge Hospital and associated building.</p> <p>Development of 99 new build homes within the grounds; conversion; associated surface vehicle and cycle car parking, pedestrian and vehicular access and associated ancillary development, landscaping, ancillary storage and plant and ecological bat housing; and all associated engineering works and operations.</p> <p>Conversion of, and extension to, Standish Lodge (Building L) for use as flexible use building (associated workers accommodation, community cafe, design studio, office, gardeners equipment storage and workshop) with associated parking area with access off the main drive and landscaped kitchen gardens.</p>
<b>Recommendation</b>	Resolve to Permit subject to the conditions recommended in this report and to the conclusion of a Section106 Agreement on terms acceptable to the Planning Manager.
<b>Call in Request</b>	Planning Manager



## Development Control Committee Schedule



<b>Applicant's Details</b>	P J Livesey Group Ltd, Homes & Communities Agency, And 2gether NHS Foundation, Beacon Road, Trafford Park, Manchester, M17 1AF
<b>Agent's Details</b>	None
<b>Case Officer</b>	Planning Consultant
<b>Application Validated</b>	04.12.2017
	<b>CONSULTEES</b>
<b>Comments Received</b>	Public Rights Of Way Officer Mr B Frewin (South Cotswold) South West Area Officer (Forestry Commission) Planning Strategy Manager (E) Policy Implementation Officer (E) Standish Parish Council Natural England (E) Cotswolds Conservation Board Biodiversity Officer



## Development Control Committee Schedule

	<p>Contaminated Land Officer (E)          Berkeley Vale CPRE          Environmental Health (E)          Historic England SW          Forestry Commission England          Archaeology Dept (E)          Public Rights Of Way Officer          Stonehouse Town Council          Stroud Town Council          Arboricultural Officer (E)          Flood Resilience Land Drainage          Stroud Town Council          Biodiversity Officer          Conservation North Team          Highways England          Gloucestershire Wildlife Trust (E)          Environmental Health (E)          Severn Trent Water Ltd (E)          Development Coordination (E)</p>
<b>Constraints</b>	<p>Area of Outstanding Natural Beauty          Listed Building          Within 50m of Listed Building          Neighbourhood Plan          Standish Parish Council          Stonehouse Town Council          Affecting a Public Right of Way          SAC SPA 7700m buffer          Single Tree Preservation Order Points          TPO Areas (Woodland/ Groups)          Village Design Statement</p>
<b>OFFICER'S REPORT</b>	

### MAIN ISSUES

- Principle of Development
- Enabling Development
- Viability
- Setting of Listed Building
- Design and Appearance
- Residential Amenity
- Landscape and Visual Impact
- Cotswold AONB
- Trees
- Ecology





## Development Control Committee Schedule

- Highways and Transportation
- Drainage and Flood Risk
- Public Rights of Way
- Public Open Space and Play Strategy
- Energy and Waste
- Archaeology
- Planning Balance and Recommendation
- Obligations

### **DESCRIPTION OF SITE AND BACKGROUND**

The former Standish and Westridge Hospitals are set within approximately 17 hectares of landscaped grounds and lie approximately 2 km northeast of the Stonehouse within the parish boundary of Standish. The site lies wholly within the Cotswold Area of Outstanding Natural Beauty (AONB).

The site is owned by the Homes and Communities Agency (Homes England) and 2gether NHS Trust Foundation. The application has been jointly submitted by the owners and PJ Livesey, the developers.

Standish Hospital began its use as a hospital during the first World War and continued in this use until its closure in 2004. Westridge Hospital is more recent in its construction but ceased operation as a hospital in 2017. Standish House and its Stables are Grade II listed and by association the two ward block buildings and the gate lodge are also curtilage listed.

Standish Hospital has been vacant in excess of 14 years and the listed buildings as a result have fallen into bad state of disrepair. Homes England acquired the site from the NHS in March 2014 as part of a bundle of surplus NHS sites. During this time some work has been undertaken to attempt to preserve the integrity of the listed buildings but over the last year the buildings have deteriorated further.

In 2014 a consultant team was appointed by Homes England to work closely with the local community and key stakeholders through an Enquiry-by-Design (EBD) to explore the challenges and possibilities to bring the listed buildings and the site back into a viable use. The EBD, coupled with the technical studies, dialogue with Stroud District Council and the community and stakeholder consultations informed the Standish House Site Planning Concept Statement Supplementary Planning Advice (June 2015) approved by the Council's Environment Committee and intended to guide future development proposals.

During this process it became apparent that in order to bring the buildings back into a viable use an element of 'enabling development' would be required. A marketing strategy in accordance with the Planning Concept Statement was agreed with HE and a two-stage marketing exercise undertaken in 2015/16. No potential bidders came forward to restore the listed buildings to a compatible land use without the need for enabling development.

The inclusion of the former Westridge Hospital into the scheme ensured that a comprehensive masterplan approach to the Estate was undertaken. This enabled a holistic view of the site which in turn sought to ensure a good network of footpaths, cycleways, car



## Development Control Committee Schedule

parking, access and landscaping and a comprehensive management plan to be drawn to protect the site in the future.

Pre-application discussions have been undertaken with the Council's planning and conservation officers with regard to the site since 2016 in relation to the submission of a planning application and listed building application. Indeed, previous planning and listed building applications for redevelopment of the site (ref S.17/1133/FUL and S.17/1134/LBC) were withdrawn last year and following negotiation a new scheme (the subject of this application) was put forward in December 2017. These meetings and discussions have continued to take place during the application process resulting in the most recent amendments and revisions to the current application in November 2018.

In addition to the meetings with the Council officers, the applicants have undertaken a series of public exhibitions and meetings as set out in the Statement of Community Involvement submitted as part of the application. They have also met with Ward Councillors, at their request, to discuss the application during the course of its consideration.

### Red line boundary

A concern has been raised very recently with regard to the red line boundary on the submitted drawings. The applicants were contacted on this issue and confirmed the following:

"Location Plan reference 120-00-1001-A was submitted with our original application references S.17/1133/FUL & S.17/1134/LBC in May 2017. These applications were withdrawn. The same Location Plan was then submitted with the revised application submission in November 2017. It has never been superseded.

This Location Plan reference 120-00-1001-A has been produced in complete accordance with the land registry title plans for the site which confirm the land ownership. The applications are submitted on behalf of the P J Livesey Group Ltd (developer), Homes & Communities Agency (land owner) and 2gether NHS Foundation (land owner) and Gloucester County Council Highways and the NHS have been notified by way of Certificate B. Accordingly, all land owners within the submitted Site Location Plan have been appropriately notified of the application submission, in full accordance with the land ownership details taken from the land registry title plans."

### **PROPOSAL**

The application proposes the conversion and refurbishment of the former Standish Hospital complex, including Standish House (Building A), Stable Block (Building B), Ward Blocks (Buildings C and G), Hydrotherapy Building (Building I) and demolition and works to associated out-buildings to form 48 dwellings; demolition of Westridge Hospital and associated buildings.

Development of 99 new build homes within the grounds; conversion; associated surface vehicle and cycle car parking, pedestrian and vehicular access and associated ancillary development, landscaping, ancillary storage and plant and ecological bat housing; and all associated engineering works and operations.



## Development Control Committee Schedule

Conversion of, and extension to Standish Lodge (Building L) for use as flexible use building (associated workers accommodation, community café, design studio, office, gardener's equipment storage and workshop) with associated parking area with access off the main drive and landscaped kitchen gardens.

The application proposes a total of 147 residential units comprising:

- 48 residential units through the conversion of Standish House and ancillary buildings
- 99 new build units across the Standish House site and Westridge Site

The proposed development will provide a mix of apartments (by way of conversion of existing buildings) and houses. This includes a mix of larger detached residential units, smaller terraced units and mews type development.

In addition to the residential aspect of the proposal it is proposed that Standish Lodge will be converted and extended for office, community and storage uses.

The proposals include the restoration and enhancement of the Grade II Listed Standish House and curtilage listed buildings for residential development and new build 'enabling development' to fund the restoration of the main house and stables which, having been vacant for over 14 years and are in extremely poor condition. The application also seeks consent for the demolition of unsympathetic later additions to the site and the restoration and enhancement of other later buildings which are deemed to be locally significant additions to the estate.

There is a corresponding Listed Building Consent application which relates to the works to the listed buildings, reference S.17/2730/LBC also being considered on this agenda.

### REVISED DETAILS

The application has been amended since originally submitted.

Following on-going discussions and objections to the scheme, a number of amendments were undertaken, and a revised scheme was submitted on 27th November 2018. The main alterations to the scheme include;

- Re-design of the layout proposed for the Western escarpment area to reduce visual impact in this area;
- Removal existing trees and vegetation from private gardens to communal land to ensure a long-term management strategy for important screening to reduce visual impact;
- Additional houses located in the north-east corner of the site, to account for the loss of units on the Western escarpment area;
- Increased tree planting;
- Removal of 6 previously proposed affordable housing units;
- Reduction of 4,099sq.ft of residential floorspace;
- Tweaks to internal road layout to ensure bin wagon access to all parts of the site; and



## Development Control Committee Schedule

- Submission of additional plans to provide clarity of issues such as refuse collection, parking spaces, bin stores, cycle stores, existing/proposed pedestrian routes, proposed bridleway routes etc.
- The number of residential units proposed (147) remains unchanged but the overall residential floorspace proposed has reduced from 199,039 sq.ft to 194,940 sq.ft. A revised Viability Report Addendum was also prepared and submitted.

### REPRESENTATIONS

#### Statutory Consultees:

**EHO** – No objection subject to conditions relating to hours of work, control of dust from works and external lighting via a construction management plan.

**County Archaeologist** – Development has low potential to have an adverse impact on any significant archaeological remains. No further archaeological investigation or recording should be required.

**Highways England** – No objection.

**LLFA** – No objections to the application based on the surface water management proposals for the site subject to conditions and informatives.

**Severn Trent** – No objection, subject to condition.

**Historic England** – Do not wish to offer any comments. Suggest you seek views of your specialist conservation and archaeological advisers.

**Natural England** – Summary of Natural England's (NE) advice:

- **International designated sites – Severn Estuary Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site, Cotswold Beechwoods SAC** – No objection subject to securing mitigation
- **Nationally Designated sites – Severn Estuary, Upper Severn Estuary Site of Special Scientific Interest (SSSI) and Cotswolds Commons and Beechwoods SSSI** – No objection subject to securing mitigation
- **Woodchester Park SSSI** – No objection but opportunity to environmental net gain consistent with revised NPPF.
- **Protected Landscapes – Cotswolds AONB** - No objection subject to appropriate mitigation being secured. We consider that without appropriate mitigation the application would have a significant impact on the purposes of the designation of the Cotswold AONB. In order to mitigate and make the development acceptable, the following mitigation measures should be secured:
  - o A demolition, construction and environmental management plan in order to maintain the tranquillity of the locality during these phases of the development, if approved;



## Development Control Committee Schedule

- A suitable landscape mitigation strategy including timing and phasing of planting relative to demolition and construction phases, together with subsequent management

**Highways** – The proposed development results in a similar level of vehicle trip generation to what could have occurred under the extant land use. Therefore, the development will not have a significant impact upon the capacity or performance of the Local Highway Network. No highway objections subject to conditions.

**Senior Argriculture Officer** – The application will allow for the future management of the grounds and enhance the historic landscape. As such, no objection to the application subject to conditions.

**Senior Conservation Officer** – Given quantum of development is a proven and inevitable requirement, the proposed new build is as sensitively designed and sited as it reasonably could be. Recommends conditions relating to materials, landscaping and recording condition.

**Senior Contaminated Land Officer** – No objection, recommends full contaminated land condition.

**Public Rights of Way** – Public Bridleway runs through the site, before any physical building is placed on the bridleway there must be a confirmed legal diversion in place. Welcome the provision of a footpath.

**CPRE Berkeley Vale** – Severe reservations about the restoration and development of the Standish Hospital/Westridge Hospital Site.

**Cotswold Conservation Board** – The Board has serious concerns about the scale of additional new building housing that is proposed and the impacts that this would have on the Cotswolds Area of Outstanding Natural Beauty (AONB).

**Ramblers Association** – The Ramblers objects until bridleway EST61 and any proposed new rights of way are shown on the plans.

**Forestry Commission** – The Forestry Commission is a non-statutory consultee on developments in or within 500m of ancient woodland and they refer to standing advice prepared joining with Natural England. Some site specific comments refer to ecology and management of woodland.

**Gloucestershire Wildlife Trust** – Any concerns have been picked up by Natural England, as long as these issues are addressed, we have no further comment.

**Standish Parish Council** supports in principle and welcomes aspects such as public access integral to the scheme, the repair of the listed buildings and the retention and proposed improvement of the parkland. However, having consulted with residents, we have significant material objections to this application, as outlined below. We request that it is given proper scrutiny by Development Control Committee, with any decision undertaken in public. (A



## Development Control Committee Schedule

summary of the headline comments is recorded below. A copy of the comments in full can be viewed online under the application reference).

- **Safe Travel, Traffic and Transport:** the proposed scheme is in contravention of Local Plan Strategic Objective S04 Core Policy CP5 point 3 and Policy CP13. It does not provide easily accessible alternatives to the car; it is detrimental to road safety; it contributes to existing highway problems
- **Enabling Development:** the site is not allocated in the Local Plan and needs to meet the Supplementary Planning Guidance in the adopted Standish House Planning Concept Statement. It does not meet Local Plan Core Policy CP15
- **Community Infrastructure:** the proposed scheme is in contravention of Local Plan Strategic Objective S01: Accessible Communities. It does not provide for health needs; it does not provide affordable housing; it does not provide for social activities nor support the development of an active and cohesive community. It also does not meet Delivery Policy ES12 in which *“The District Council will require the layout and design of new development to create well designed, socially integrated, high quality successful places, where people enjoy living and working.”*
- **Flooding and Drainage:** The proposed scheme is in contravention of Local Plan Strategic Objective S05: Climate Change and Environmental Limits. It does not meet the requirement for ‘Minimising and mitigating against future flood risks, recycling water resources and protecting and enhancing the quality of our District’s surface and groundwater resources.
- **Visual Impact:** The proposed scheme is in contravention of Local Plan Delivery Policy ES7 because it will have a negative impact on the Landscape Character because of unacceptable visual impact.
- **Footpaths, bridleway and access:** Two key proposals at the Enquiry by Design have not been incorporated into the proposed plans. The provision of a bridleway to the West of the site. A proposed pathway (where there used to be an informal pathway) from Roddy Lane along the spur to the East of the site connecting to an existing footpath to the west of the site.
- **Design of houses:** The proposed scheme is in contravention of Local Plan Delivery Policy ES10 because the design of houses does not enhance the historic environment and assets, and of Delivery Policy ES12 because the houses are not well designed, and the proposal does not support social integration.
- **Gatehouse:** The Parish Council Support the proposals for the Gatehouse. Mature trees/screening are required to shield the views from neighbouring Oranjewould. Use of the facilities by the community is supported but will need careful monitoring to minimise impact on neighbouring properties.

**Stonehouse Town Council** objects to the planning application.

- Lack of CIL and S.106 funding towards infrastructure improvements and failure to provide any affordable housing
- Overdevelopment of the site, especially given narrow access



## Development Control Committee Schedule

- The Transport Assessment uses data based on the assumption that the current use of the site is as an active hospital whereas it has been disused for over a decade
- The safety of the shared footpath and cycleway marked out on the access road is doubtful
- There should be a mandatory speed limit of 20mph along the access road
- Existing access to public access to footpaths and rights of way in and around the site must be maintained
- It is noted that additional trees are to be felled; an assessment of the importance of these trees should be carried out
- The viability study regarding the need for the enabling development should be made public because:
  - o This is a large development which will have an impact on the facilities of nearby parishes. The lack of CIL and S.106 funding towards infrastructure developments should be justified.
  - o The development is outside the Settlement Development Limits and in the AONB; the information justifying the need for this large development should be made public.
  - o The proposal could be considered overdevelopment of the site, especially given the narrow access road and the new development at the end of this road.

**Stroud Town Council** objects to the planning application.

- Strongly support the comments made by Stonehouse Town Council and Standish Parish Council.
- There appears to be no provision of affordable housing which is required by Local Plan Policy CP9.
- There appears to be no provision for additional public transport which is required by Local Plan policies EI12 and EI16.
- There appears to be no provision of S106 payments for Standish Parish Council or for the improvements which will be required on the infrastructure of Stonehouse.
- The viability report should be made public.

**Public:** 15 letters of objection relating to the scheme as originally submitted under this planning application reference and comments are summarised as follows:

- Major planning application and contravenes Stroud Council District Plan.
- The revised planning application has done nothing to address concerns raised in the withdrawn planning application.
- The site has been abandoned since 2004 and therefore only the conversion of existing buildings should be considered.
- The site is unsustainable as it sits in complete isolation, well outside the defined settlement.
- The development is so far away from shops, school, works etc motorized transport is the only option particularly during adverse weather conditions and darker nights.
- SDC local plan 2015 has been agreed and the housing allocation has been met. Therefore, these houses are not needed.



## Development Control Committee Schedule

- Concerned that the listed buildings have been left to fall into disrepair by the owners which has now resulted in this major development to 'save' them.
- The transport document is out of date, inaccurate and very misleading.
- Development is not sympathetic to or in character with the existing village (Standish) configuration and will ruin the village's visual and architectural qualities. The addition of 148 dwellings to the village, totalling nearly 400 bedrooms, and increasing the size of the population of the parish by 300% the development would have a fundamental and adverse impact on the character of the village.
- Site is at heart of AONB and concern that the development will have a considerable visual impact on AONB; the AONB will be adversely affected by increased activity and AONB will suffer increased air pollution, noise pollution and light pollution.
- If planning were submitted for even a single new dwelling in Standish it would be refused because no development is allowed in the AONB.
- The density of the housing proposed and its proximity to the main Standish house mansion and stables, is not appropriate and diminishes the setting of the buildings
- The development will be visible from the B4008, the AONB and from Stroud Green, and Oxlyinch. Very little of the current hospital site is visible from any of the main viewpoints.
- The houses proposed are very close to the boundary of the site, and this will have adverse effects on the views of the landscape around the site. In particular a. the dwellings at the northern tip of the site, and b. the line of larger dwellings on the spur west of the listed Standish House mansion
- Overdevelopment of the site, the size of the development is totally unacceptable relative to the size of the Parish. The additional strains on the already highly overloaded local infrastructure (roads, medical facilities, schools, parish and Stonehouse) do not appear to be have been evaluated correctly.
- Proposed number of new-build dwellings far exceeds the number required to enable the development of the listed buildings on the site (enabling development). This is unacceptable, and the application should be refused in its current state
- The quantity of new builds and the density of building on the site are unacceptably high and the site is quite obviously overdeveloped.
- The planned homes are ugly, urban housing estate inspired designs and some more like commercial properties rather than homes.
- Northern elevation of Building C will be noticeably larger and visible from surrounding landscape, including PRow and the design should be conducted with greater effort to blend it into the tree-lined landscape from which it appears.
- The design of houses on eastern side of site is modern, bordering on utilitarian.
- Despite the statement in the AONB Evaluation and Impact Assessment that the proposals are in line with the principles of the preservation of the AONB, this is not apparent in any of the elevation drawings.
- Insufficient parking has been allowed for each home which will lead to cars lining and half blocking the access roads just like every other dreadful, ill thought out housing estate in the area.





## Development Control Committee Schedule

- The Enquiry by Design appears to have been blatantly ignored. This number of new builds must surely be well in excess of that required by the developer to enable the restoration of the listed buildings (and a “reasonable” profit).
- Westridge has now been incorporated into the plans, which must further reduce the need for such a heavy development on the main site.
- Whilst visual aspects of the proposed development are of great concern our paramount concern is one of acoustics. The site has historically been exceptionally quiet, even when it was being used as a hospital. Vehicular access to the site was historically very restricted. The nature of the site’s acoustics means that even slight noises echo and reverberate around the hillside.
- Proposed new builds scattered between the retained listed/significant buildings are unattractive, haphazard and utilitarian and will have a severely adverse effect on the setting both from within and without the site.
- Proposed development between Fieldend and C Block will result in severe visual impact and severe loss of privacy to Fieldend and Roadway Farm.
- The proposed path for walkers (on Horsemarling Lane) is naïve. The lane is barely wide enough for two cars to pass and one car must stop if two cars coincide with a walker.
- A safe footpath is long overdue.
- Insufficient consideration has been given to the much-increased level of traffic arriving at the roundabout at the bottom of Horsemarling Lane, and its knock on effect on the already overloaded B4008.
- Northern ‘Emergency’ Access – no alterations should be made to the current construction. It has worked well in minimising anti-social gatherings and noise nuisance.
- Concerned that the right of way will be closed during construction, an alternative route of similar quality needs to be provided.
- Understand a ‘gas farm’ may be installed to provide non-main gas supply. This should be as far from Fieldend as possible.
- Local amenities in Standish are extremely limited, with very few community resources and an almost complete reliance on those amenities found at Stonehouse.
- Retention and planting of new trees and hedges around the site is to be applauded, however density of parking and residential infrastructure means the character of Standish House’s historic ecologically valuable parkland will be compromised unacceptably by this development.
- The Gatehouse is proposed to be used as a commercial project, concern that ‘flexible use’ is too vague to grant approval.
- Current application elevates the status of the Lodge disproportionately and destroys its historic context within the setting.
- Residential development can only be considered if there is no other alternative to save and rescue the heritage assets due to the long term and irreversible damage that results with the use of residential enabling.



## Development Control Committee Schedule

5 letters of objection relating to the scheme as amended (November 2018) and many of the previous comments have been reiterated, with some additional comments which can be summarised as follows:

- Lack of financial transparency and subsequent justification of enabling development
- Lack of affordable housing.
- Various aspects are accepted under quite specific conditions, vigilant supervision would be necessary at every step of the development to ensure compliance.
- Objection is greater given the increased development proposed right next to (and in full view of our dining room window).
- Consider proposed development would be 'overbearing' and would result in 'significant reduction in residential amenity'.
- Despite repeated calls to make the viability information public the developer claims that this information is private and confidential and SDC is incorrectly using legislation governing 'exempt information' to assist in keeping this vital information from the public.
- Previous iterations of the locations for the new units have placed too many around the original listed building. This latest application makes the situation worse.
- Given that Standish House and its stables are the only listed buildings on the site, the amount of enabling development required should only be that to ensure the restoration of these two buildings.
- Number of trees identified for felling appears ill thought out and too high.
- The wildlife surveys and reports make it abundantly clear that the extent of the proposed works will cause harm. Mitigation proposed appears ill-judged.
- Developer asserts that their mitigation measures will prevent flooding and also appears to reject the anecdotal evidence and comment that the neighbouring fields flood or that water 'sheets' across the drive after periods of heavy rain.
- Bridleway route and right to horse ride through the site was fought for and confirmed via public enquiry at a cost to the taxpayer. Greater respect for this right of way and its very nature should be given within the proposals.
- Despite repeated calls for the northern bridleway access point to not be used for emergency service vehicles this remains in the proposals as being suitable.
- NE corner of the site is over developed and additional terrace of 3 houses has been rammed in. This is a detriment to residential amenity.
- 11% of the total new build is now in the congested NE corner which is 3% of the site
- Drawing PL 1702-p-007 issue 6 shows part of the northern route outside the site boundary. This is incorrect.
- The northern route is also shown touching the corner of the terrace of 5 as it comes on to the site. There clearly is not room for the terrace of 5.
- There are no details of how the northern route is to be controlled at the northern entrance to the main site or the onward maintenance.
- There are no details of onward maintenance for the areas of the site not sold off.



## Development Control Committee Schedule

### NATIONAL AND LOCAL PLANNING POLICIES

#### National Planning Policy Framework

Available to view at: <https://www.gov.uk/government/collections/revised-national-planning-policy-framework>

The revised National Planning Policy Framework (NPPF) July 2018 sets out the Government's policy on the planning system and seeks to encourage growth. Within the policy document the government sets out its presumption in favour of sustainable development and seeks to ensure that this principal is at the heart of the planning system both at the plan making and decision process.

Chapter 16 of the NPPF 'Conserving and Enhancing the Historic Environment' sets out the principles that a Local Planning Authority should assess when addressing a proposal for enabling development.

Paragraph 202 states;

"Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies."

With regard to managing heritage assets NPPF states the following;

"193. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

194. Any harm to, or loss of, the significant for a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) Grade II listed buildings, or Grade II registered parks or gardens, should be exceptional:
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, Grade I and II\* listed buildings, Grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

195. Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh the harm of loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use if the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and



## Development Control Committee Schedule

- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

196. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

Whilst the NPPF clearly states that the protection of the heritage assets themselves should be the main focus, paragraph 201 also allows for Local Planning Authorities to seek new opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. It goes on by saying that proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

With regard to landscape, paragraph 172 states:

“Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, and the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads. The scale and extent of development within these designated areas should be limited. Planning permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:

- a. The need for the development, including in terms of any national considerations, and the impact of permitting, or refusing it, upon the local economy;
- b. The cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and
- c. Any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.”

This application should also be considered against:

**Planning (Listed Buildings and Conservation Areas) Act 1990** – section 66(1)

**Historic England - Enabling Development and the Conservation of Significant Places (2008)**, which sets out the guidance for the consideration of enabling development proposals. It states that enabling development that would secure the future of a significant place, but contravenes other planning policy objectives, should be unacceptable, unless:

- a) It will not materially harm the heritage values of the place or its setting
- b) It avoids detrimental fragmentation of management of the place
- c) It will secure the long-term future of the place and, where applicable, its continued use for a sympathetic purpose
- d) It is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid



## Development Control Committee Schedule

- e) Sufficient subsidy is not available from any other source
- f) It is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the place, and that its form minimises harm to other public interests
- g) The public benefit of securing the future of the significant place through such enabling development decisively outweighs the disbenefits of breaching other public policies.

It is decided that a scheme of enabling development meets all these criteria, Historic England believes that planning permission should only be granted if:

- a) The impact of the development is precisely defined at the outset, normally through the granting of full, rather than outline, planning permission
- b) The achievement of the heritage objective is securely and enforceably linked to it
- c) The place concerned is repaired to an agreed standard, or the funds to do so are made available, as early as possible in the course of the enabling development, ideally at the outset and certainly before completion or occupation
- d) The planning authority closely monitors implementation, if necessary acting promptly to ensure that obligations are fulfilled.

### **Stroud District Local Plan adopted 2015**

Policies together with the preamble text and associated supplementary planning documents are available to view on the Council's website:

[https://www.stroud.gov.uk/media/1455/stroud-district-local-plan\\_november-2015\\_low-res\\_for-web.pdf](https://www.stroud.gov.uk/media/1455/stroud-district-local-plan_november-2015_low-res_for-web.pdf)

Local Plan policies considered for this application include:

- CP1 – Presumption in favour of sustainable development.
- CP2 – Strategic growth and development locations.
- CP3 – Settlement Hierarchy.
- CP4 – Place Making.
- CP8 – New housing development.
- CP9 – Affordable Housing
- CP13 – Demand management and sustainable travel measures
- CP14 – High quality sustainable development
- CP15 – A quality living and working countryside
- EI12 – Promoting transport choice and accessibility
- ES1 – Sustainable construction and design
- ES3 – Maintaining quality of life within our environmental limits
- ES4 – Water resources, quality and flood risk
- ES5 – Air quality
- ES6 – Providing for biodiversity and geodiversity
- ES7 – Landscape character
- ES8 – Trees, hedgerows and woodlands
- ES10 – Valuing our historic environment and assets
- ES12 – Better design of places.



## Development Control Committee Schedule

- ES14 – Provision of semi-natural and natural green space with new residential development
- ES15 – Provision of outdoor play space

This proposal should also be considered against the supplementary planning guidance laid out in:

- **Standish House Planning Concept Statement SPA (2015)**

The Planning Concept Statement (the Statement) explains how any future planning application(s) will be considered against the English Heritage (now Historic England) Enabling Development Guidance, in terms of listed buildings, and Stroud District Council's Local Plan policies.

The Statement was adopted by Stroud District Council on 18 June 2015 as Supplementary Planning Advice after a draft Statement has been subject to public consultation. The process of engagement has been informed by a Partnership Board comprising the Homes and Communities Agency (HCA) (now Homes England), Stroud District Council, Standish Parish Council and Stonehouse Town Council.

The Statement describes the underlying principles that should guide purchasers and developers with an interest in the site. It summarises the technical analysis of the site, the public engagement and stakeholder scrutiny, which have all helped to inform aspirations for the site.

The Statement acknowledges that the preferred scenario for the site's re-use is a private purchase by an independent individual to refurbish, restore and convert the listed buildings to provide a compatible use that is in accordance with local planning policy, with no new build development.

The Statement goes on to recognise that if the preferred scenario is not achievable, after appropriate marketing of the site, the second alternative scenario will be investigated, that of converting the listed buildings to a compatible use using the minimum necessary enabling development to bring back the listed buildings to a good state of repair.

Historic England defines enabling development as *“a development that would be unacceptable in planning terms but for the fact it would bring public benefits sufficient to justify it being carried out, and which could not otherwise be achieved. The key public benefit to significant places is usually the securing of their long-term future”*.

The Statement outlines two core objectives for developing a vision for the site recognising that the Standish site has been vacant since 2004 and although there have been various proposals for the site during this time, these have not delivered viable development solutions to bring the site back into beneficial use and have not progressed as a result. The two core objectives are:



## Development Control Committee Schedule

### *Deliverability*

The District Council is committed to finding a deliverable solution which succeeds in renovating and converting the listed buildings and reinstating its parkland landscape setting. If a standalone purchaser cannot be found, it is acknowledged that this may require enabling development to bring back the listed buildings to a state of good repair, capable of being converted to a compatible use.

### *Placemaking*

In addition to the restoration of the listed buildings, there are a series of dilapidated buildings, which in planning terms defines the site as previously developed land. If enabling development is required, a holistic site solution that creates a genuine sense of place within this sensitive location should be achieved.

It is noted that at the time the Statement was adopted, Westridge NHS Centre, which abuts the Standish site, was still operating as an Assessment and Treatment Unit for adults with learning disabilities.

- **Residential Design Guide SPG (2000)**
- **Stroud Landscape Assessment SPG (2000)**
- **Cotswold AONB Management Plan 2013-2018**

The application has a number of considerations which will be considered in turn below:

### **PRINCIPLE OF DEVELOPMENT**

The proposal involves the conversion and refurbishment of the former Standish Hospital buildings for new residential accommodation together with the provision of 99 new build homes in a countryside location within the Cotswold AONB.

The Local Plan has been adopted and full weight should be given to its contents, in accordance with the NPPF. There is a presumption in favour of sustainable development as applied locally through the policies contained within the Local Plan. Consequently, decision makers should approve the proposals that accord with the Local Plan without delay but should refuse proposed development that conflicts with the Local Plan unless material considerations indicate otherwise.

The housing requirement set out in the Local Plan is for the delivery of at least 11,400 new homes during the plan period (2006 – 2031). Current monitoring data demonstrates that the minimum requirement will be exceeded, with a mix of greenfield and brownfield land allocations, commitments and windfalls delivering this requirement, including headroom to provide flexibility. The Council can also demonstrate more than a 5 year housing land supply.

The site is located within the Cotswolds AONB where the Local Plan states that major development will not be permitted unless it is demonstrated to be in the national interest and there is a lack of alternative sustainable development sites. In this case, the principle of major development in this location is considered acceptable if the proposed development successfully conserves and enhances the listed buildings and their settings – acknowledged



## Development Control Committee Schedule

as of national public interest through listing - a national designation. (The details of the scheme and how they impact upon the AONB are dealt with elsewhere in this report).

The Local Plan provides for the protection of the countryside from further built development on order to protect the quality of the countryside (including built and natural heritage). However, development can be supported where it constitutes enabling development required in order to maintain a heritage asset of acknowledged importance (Historic England's Enabling Development and the Conservation of Significant Places and Core Policy CP15 refer to enabling development, and this will be discussed in further detail below).

It is accepted that the site falls within the Cotswold National Character Area (NCA), however it is not good practice to formally assess the effect on an NCA due to its size. However, in the case of this development, it is partly but not fully in accordance with guidelines set out. The issues relate to protecting and enhancing the open extensive views to the scarp and conserving the distinct patterns of settlement within the Cotswold landscape respectively. However, the development does conserve existing listed buildings and associated parkland features which do accord with the guidelines.

The Council has been working with Homes England and other stakeholders for a number of years to support the appropriate re-use and restoration of Standish Hospital which was vacated in 2004. The Council set out its policy position for the site in the Planning and Concept Statement SPA (Adopted 2015).

Although the re-use and refurbishment of the existing buildings only for appropriate residential institutional use is the preferred policy approach, the Council considers that Homes England has undertaken sufficient marketing activities during 2016 to demonstrate that there is no likelihood of such a use coming forward. As a result, in accordance with the Planning Concept Statement, the Council accept that it is appropriate to consider the delivery and conservation of the listed buildings through the "minimum necessary" enabling development to fund the repair of the listed buildings. The appropriate quantum of enabling development has been assessed in line with Historic England guidance.

The Planning Concept Statement identifies the key historic buildings within the Standish Hospital site which are worthy of capable of conversion. It also identifies areas of the site which may be able to accommodate additional built development, if required, primarily on the footprint of former and existing hospital buildings to maintain the gardens and landscape setting of the site.

The planning application proposes the conversion and restoration of Standish House, the Stable Block, the Women's Ward Block, the Men's Ward Block, the hydrotherapy pool and gate lodge. These proposals are welcomed in principle and involve retention and re-use of all buildings identified in the Planning Concept Statement with the addition of the noteworthy hydrotherapy pool.

The provision of 99 new homes is based on the minimum necessary floorspace / homes to overcome the conservation deficit (the amount by which the cost of repairs exceeds the market value of the asset when repaired). A viability report has been submitted to the





## Development Control Committee Schedule

Council to set out the enabling development argument which required detailed scrutiny by the Council in consultation with the District Valuer and is discussed later in this report in further detail.

The application does not propose any affordable housing (this had previously been an amendment submitted by the applicants but has been removed in the latest submission). Historic England's guidance refers to affordable housing tending to increase the quantity of enabling development required and that this should generally be avoided. Paragraph 6.1.5 goes on to state;

“The delivery of public benefits in addition to securing the future of the significant place, for example affordable housing, tends to increase the amount of enabling development required, and should therefore normally be avoided but some flexibility may be appropriate. The inclusion, for example, of some small dwellings at the lower end of the market, rather than minimising numbers of dwellings, may have little impact on the scale of enabling development required but can help address rural need and contribute to a sustaining a balanced community.”

The guidance is also clear on the significance to be attributed to retaining and restoring historic assets. Paragraph 6.5.1 states;

“Sustaining significant places is a high priority, and statutory designations impose a presumption in favour of their preservation. However, this does not automatically justify doing so through enabling development if the disbenefits are out of proportion to the heritage and other public values of the asset. It does, however, suggest that the decision should be made in light of a realistic (but not overly pessimistic) view of the consequences of refusal, particularly where the place is rapidly deteriorating and there is no other likely source of the subsidy necessary to secure its future.”

The layout of the scheme involves the demolition of poor quality hospital buildings in the centre of the site and the location of new build properties broadly on their footprints and within the developable area identified within the Concept Statement. To this extent the scheme accords with the Planning Concept Statement.

The Westridge site was not part of the original Planning Concept Statement, however it has presented an opportunity for the delivery of a comprehensive development scheme across both former hospital sites and in practical terms allowed a large site to be developed, if required, to accommodate the enabling development. It is apparent from the Viability Assessment and the District Valuer's report that the quantum of enabling development proposed is considered acceptable and as such the inclusion of the Westridge site ensures that the quantum of enabling development could be dispersed over a larger area avoiding adverse landscape and heritage impacts on the Standish House site and allow a greater area for more screening, planting and mitigation measures to screen the development within the AONB. Whilst it could be viewed that the Westridge site could be considered separately to the Standish Hospital site as it was not referred to within the Planning Concept Statement, it should be noted that the application site is both sites in their entirety and is under the same ownership. It has been noted that concerns have been raised, as the Westridge site does not contain any listed buildings, that it shouldn't be included within the land for enabling



## Development Control Committee Schedule

development. In this respect we refer to Historic England guidance and case laws which states in Paragraphs 1.1.4 and 1.1.5;

*“The scale and range of an enabling development proposal can vary greatly. Whilst often associated with residential development to support the repair of a country house, it can include for example, an extension acceptable in historic building terms, but exceeding the maximum permitted under development plan policies in rural areas. Alternatively, it could involve a change of use, compatible with the character and appearance of an historic building, but otherwise contrary to policy.*

*In Northumberland County Council v Secretary of State for the Environment (1989) JPL 700, 702 it was held that the land to be benefited does not have to be in close proximity to the land which is the subject of the application. Enabling development may therefore be proposed on some distant site in the same ownership as well as within the place or its setting, but in practical terms it will normally be within the same local planning authority area...”*

The proposal includes significant landscape amenity improvements and provides an opportunity to clear undergrowth, re-establish paths and enhance landscaping and trees. There are also historic garden features that are proposed to be restored and enhanced. Subject to detailed comments from the consultees on trees and visual impact, which are discussed later in the report, these are all broadly welcomed.

The Planning Concept Statement identifies that the proposals should facilitate public access through the site by incorporating areas of public open space. The commitment within the Design and Access Statement for providing and enhancing public access through the site, maintaining and improving public footpaths and bridleways and improving access into the historical gardens is to be welcomed. Given the strong existing character of the site it is agreed that access to natural and informal open space is to be preferred to formal sports or play provision, although it is recommended that at least one equipped play space is provided on site utilising timber features. It will be important in the delivery of the scheme that sufficient safeguards are put in place to ensure that future management arrangements maintain a commitment to public access to the historic gardens and landscaped areas.

In addition to the provision of public open space, the Planning Concept Statement included a broader aspiration for more public access to the site to reflect the historic links between Standish House and subsequent hospital. The proposal to convert and extend Standish Lodge as a flexible use building to include a community café in a convenient location both to future residents and to the surrounding community is particularly welcomed as is the proposal to include interpretation boards about the history of the site, the gardens and biodiversity at points of interest around the site.

The proposals are in accordance with the principle of retaining Horsemarling Lane as the main means of vehicular access from the lane to the north. Horsemarling Lane is to include gateway features and surface treatment to provide a multi-user path along the southern side of the Lane (subject to further details being submitted via condition). These measures broadly accord with the principle of making appropriate improvements to vehicular and pedestrian access to the site whilst addressing impacts on the highway.



## Development Control Committee Schedule

Various mitigation measures are proposed to address on-site ecological matters and the presence of protected species. The site is also located within the catchment zone for the Severn Estuary Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar site and as such the payments per dwelling associated with this development have been sought and provision is made within the draft S.106 Agreement.

In summary, the Local Plan has been adopted. Full weight should be given to the new adopted Local Plan, in accordance with the NPPF. There is a presumption in favour of sustainable development as applied locally through the policies contained within the Local Plan. Consequently, decision makers should approve proposals that accord with the Local Plan without delay but should refuse proposed development that conflicts with the Local Plan, unless material considerations indicate otherwise.

The site is located within the Cotswold AONB. However, the principle of major development in this location is considered acceptable if the proposed development successfully conserves and enhances the listed buildings and their settings, a national designation and acknowledged as of national public interest through listing. This is discussed in further detail later in the report.

The site is located within a sensitive countryside location, outside a defined settlement limit. Whilst housing development in this location would normally be contrary to the Local Plan, the Plan makes clear that it is appropriate to consider the delivery and the conservation of the listed buildings at Standish Hospital through the 'minimum necessary' enabling development to fund the repair of the listed buildings. The acceptability of the 99 new build homes rests ultimately on whether the conservation deficit requires their construction to fund the restoration of the listed buildings.

Paragraph 6.1.4 of the Historic England 'Enabling Development and the Conservation of Significant Places (2008)' states that the delivery of public benefits in addition to securing the future of the significant place, for example affordable housing, tends to increase the amount of enabling development required, and should therefore normally be avoided, but some flexibility may be appropriate.

In this instance, the affordable housing element equated to an additional cost of approximately £500,000 which would require further development to achieve and, on further reflection, it was considered that this additional cost/development failed to meet the fundamental core of Historic England's advice which is the need to provide the minimal amount of enabling development required. On this basis, the Legal advice is that we should not seek affordable housing as part of the application. If the cost/development was insignificant, this advice may well have been different.

The scheme complies with planning policy as it constitutes previously developed land albeit within an AONB. The enabling development principle is clearly established through national policy and local policy by way of adopted policy CP15 and the adopted Planning Concept Statement SPA and the requirement to conserve the nationally important listed buildings complies with the policy stipulation for AONB's.



## Development Control Committee Schedule

### ENABLING DEVELOPMENT

The premise for Enabling Development is set out in Historic England's document 'Enabling Development and the Conservation of significant places' (as revised June 2012). Whilst the document still refers to English Heritage, Historic England have confirmed that the content and guidance is still current.

'Enabling development' is development that would be unacceptable in planning terms but for the fact that it would bring back public benefits sufficient to justify it being carried out and which could not otherwise be achieved. (para 1.1.1). Enabling development is generally used as a last resort to secure the long-term future of buildings or heritage assets that may otherwise be lost. The planning system, by way of enabling development can ensure that significant places and buildings can survive because they are capable of beneficial use. Paragraph 1.1.3 states that:

"The problem which enabling development typically seeks to address occurs when the cost of maintenance, major repair or conversion to the optimum viable use of a building is greater than its resulting value to its owner or in the property market. This means that a subsidy to cover the difference – the conservation deficit – is necessary to secure its future."

The guiding policy as set out on page 5 states;

"Enabling development that would secure the future of a significant place, but contravene other planning policy objectives, should be unacceptable unless;

- a it will not materially harm the heritage values of the place or its setting
- b it avoids detrimental fragmentation of management of the place
- c it will secure the long-term future of the place and, where applicable, it's continued use for a sympathetic purpose
- d it is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid
- e sufficient subsidy is not available from any other source
- f it is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the place, and that its form minimises harm to other public interests
- g the public benefit of securing the future of the significant place through such enabling development decisively outweighs the disbenefits of breaching other public policies.'

The document goes on to state that;

"If it is decided that a scheme of enabling development meets all of these criteria, English Heritage believes that planning permission should only be granted if:

- a) The impact of the development is precisely defined at the outset, normally through the granting of full, rather than outline, planning permission
- b) The achievement of the heritage objective is securely and enforceably linked to it, bearing in mind the guidance in ODPM Circular 05/05, Planning Obligations
- c) The place concerned is repaired to an agreed standard, or the funds to do so are made available, as early as possible in the course of the enabling development, ideally at the outset and certainly before completion or occupation



## Development Control Committee Schedule

- d) The planning authority closely monitors implementation, if necessary, acting promptly to ensure that obligations are fulfilled.

With regard to the role and responsibilities of the planning authority the guidance states that the Local Planning Authority should consider the inclusion of a policy that sets out the criteria against which such applications will be assessed. In addition to the specific policy within the Local Plan for enabling development the Council have provided further guidance. This has been done by the adoption of Core Policy CP15 of the Stroud District Local Plan (November 2015) and the Planning Concept Strategy SPA for the site that was approved in June 2015. As stated in Paragraph 6.5.2 - 3 of Historic England's guidance enabling development decisions are not to be taken lightly;

“These are not decisions to be taken lightly. They should follow the evaluation of all potential options as part of the assessment process. The enabling development may, for example, lie within a Green Belt, on which government policy is clear; indeed, the principle is relevant to all decisions involving enabling development;”

### The importance of Standish Hospital Site

The special interest of the Standish Hospital site is greater than the sum of its architectural parts. At the heart is Standish House. Standish House has had two principal roles, firstly as a private country house built in the 1830s by Lord Sherbourne and later, as a hospital in various incarnations.

The House's claim to fame is its association with the Potter family, who rented Standish House from the Sherbourne Estate between the 1850s and the 1880s. Beatrice Potter, who spent her childhood in the house, was instrumental in the founding of the Fabian Society and is a figure of national importance in the History of British Socialism and the study of economics. She wrote of her upbringing at Standish House and its role in the formulation of her ideals.

The Potter family were responsible for the expansion of the house and the beautification of its landscape setting, through the planting of its highly important collection of trees.

The main building itself is not the most accomplished example of a 19<sup>th</sup> century country house, and it has been degraded to an extent through the incremental changes made by the NHS, nevertheless, even in its less than original state, its special historic and architectural interest were considered to be so significant as to warrant legislative protection in 1998. The buildings underlying form and good detailing is very much intact and capable of being re-revealed.

Similarly, the listed stable block and curtilage listed lodge are of a quality that warrant their statutory protection. They make a good contribution to a very pleasant demesne and tell much of the social history of the site as a residence for the gentry.

The historic interest of the site is greater than its country house origins. For nearly a century the house and surrounding buildings served as a public hospital in various incarnations.



## Development Control Committee Schedule

The two buildings of the most architectural interest are the Men's and Women's ward blocks, both curtilage listed as having been constructed to serve the purposes of the main house in its guise as Standish Hospital.

These later ward blocks are of architectural interest as well as social interest. They are not early enough or pioneering enough to be listable in their own right, nevertheless, they are good examples on interwar architecture. Good Art Deco buildings are a great rarity in Stroud District.

The complex of later buildings contribute to the evidential, historic and communal heritage values of the hospital site and contribute in most part to its group value and overall significance.

Historic England's publication 'Conservation Principles' defines significance by breaking it down into four separate heritage values:

- Evidential Value
- Historic Value
- Aesthetic Value
- Communal Value

Historic England's response to the accompanying listed building application, is significant to the consideration of the enabling development argument. Historic England state that the principal house and stable block are designated separately as grade II and that great weight should be given to their conservation. The revised NPPF defines 'conservation' as 'the process of maintaining and managing change to a heritage asset in a way that sustains, and where appropriate, enhances its significance'.

Historic England go on to advise that following the previously submitted applications, ref: S.17/1133/FUL and S.17/1134/LBC they had the opportunity to visit the site and gain access into the principal house. They recognise that the Council has identified ancillary and other buildings that fall under the curtilage rule and acknowledge that whilst they don't have a statutory remit in advising upon alterations to these, they recognise their individual architectural quality and contribution to the overall building group and significance.

The areas proposed for demolition, as identified in the submitted Architect's Conservation Statement include predominantly 20<sup>th</sup> Century additions. Historic England do not consider that these contribute positively to the evolution of the building or its architecture, and their removal could benefit and enhance its significance.

Regarding the principal Grade II house, Historic England acknowledge that its condition is very poor and that water ingress has resulted in significant damage to finishes, ceilings and probably structural elements. There were areas of the building that were not accessible during their visit, and they therefore assume that these are in a similar state of disrepair. Historic England already conceded at the time of the previous applications that the institutional nature of the former use has resulted in significant internal and external alterations, and that the removal of modern fabric and partitioning would provide an



## Development Control Committee Schedule

opportunity to better reveal the significance of the heritage assets. However, it would appear that elements of the historic fabric are probably beyond economic repair and will need substantial restoration. Historic England are pleased that principal internal elements such as the three staircases are to be retained (with some possible adaptation to comply with Building Regulations) and they advocate the conservation repair of all historic fabric following conservation principals.

The Council's Senior Conservation Officer has stated that at this stage, the condition of the buildings is such that they can be repaired without loss of special interest, however if left for much longer they will deteriorate to a point when it will be impossible to viably repair and preserve them to a required standard without greater pressure for further development.

### **VIABILITY**

A Viability Assessment was undertaken by Jones Lang LaSalle (JLL) on behalf of the applicant as part of the original application to set out the case for enabling development. The Council appointed the District Valuer (DV) to review and assess the case put forward within the application that there was a conservation deficit and enabling development was required. The DV's independent review concluded that there was sufficient surplus in the scheme to allow for 6 affordable houses to be provided on the site.

In conjunction with the removal of the affordable homes (please see Principle of Development above), it was considered that the Landscape and Visual Impact of the scheme from the agreed local vantage points was significant. These two issues lead to a review of the scheme and in November 2018 a new layout was submitted by the applicant that removed the 6 affordable units and reduced the overall quantum of residential floorspace by providing smaller units on the site (the number of units remained the same).

A revised viability assessment was submitted to reflect the loss of floorspace and the Council appointed the DV again to review the new assessment. The updated DV report was received 12<sup>th</sup> December 2018. It confirmed that there was a large conservation deficit and that without the Westridge site's inclusion and the level of enabling development proposed the scheme was not commercially viable. Indeed, the DV report acknowledged;

“....given the relatively small surplus in context of the whole scheme it is also suggestive that the quantum of development as proposed is reasonable to fill the deficit. I would note that if the higher build costs as suggested by BCIS were adopted instead of those proposed by JLL that the overall surplus would reduce naturally and indeed more development may be required in order to fill the conservation deficit.”

BCIS referred to in the DVs report is the Building Cost Information Service, which provides cost and price information to the construction industry.

Guidance contained within the Royal Institute of Chartered Surveyors (RICS) 'Financial Viability in Planning (2012) states at Para B.1.

“Development viability assessments necessitate an accurate evaluation of the key variables in undertaking a development: the estimated value of a scheme when completed, and the building cost and other development costs (including professional fees, finance costs and a



## Development Control Committee Schedule

return to the developer covering risk, i.e. profit) that will be incurred in delivering a scheme. An appropriate return to the landowner or its equivalent, having regard to the relevant market value of the site, will also need to be taken into account. Clearly, as market conditions change the value and cost of a scheme will also change. Hence, there are considerable risks involved in implementing development for which the developer must make allowances and be rewarded.”

This provides a reference to aid an understanding that developers, who undertake proposals even where those proposals include enabling development, can be rewarded i.e. make a profit.

### **SETTING OF LISTED BUILDINGS**

Standish House and its stable block are Grade II listed; the contemporaneous gate lodge is curtilage listed. The men’s and women’s ward block are also curtilage listed by having been built to serve the purposes of the house’s hospital use prior to 1948. The aim of the proposal is to repair the listed buildings on the site and give them an ongoing viable economic use.

The proposed development would entail a significant amount of demolition; largely this is limited to the post 1948 NHS buildings which have no architectural or evolutionary significance. The loss of the 1920s nurses’ home and the 1930s/40s Gardeners Cottages is regrettable but would not be unacceptably detrimental. Overall, the setting of the listed buildings would not be harmed by the demolitions, and in some areas, they would represent an improvement.

The proposed development on the Westridge site would have no impact on the setting of the listed buildings; built form would replace built form and could not therefore be deemed any more harmful than the existing situation.

It is acknowledged that the proposed housing to the north of the drive would encroach into long range views to an extent. However, the development would scarcely impinge on the formal historic gardens of Standish House, therefore there would be no unacceptable impact on any designated heritage asset. Any harm could be deemed to be outweighed by the benefits of the scheme.

The new build in close proximity to the listed buildings has been designed to reflect the particular different elements of the site, taking its architectural clues from the buildings without resorting to pastiche.

The proposed mews development, adjacent to the stable, has the potential to be particularly successful, creating well-contained spaces that would be appropriate in this context.

The houses directly opposite the main house have the most potential to cause harm; particularly because they would be the first thing seen on arrival at the end of the drive. The decision not to go the pastiched route is welcome. The proposed houses would be simple architectural foil to the main house, which would, as it should, remain the jewel in the scheme. The proposed landscaping in the foreground would be a huge improvement.





## Development Control Committee Schedule

The proposed houses to the north would be replacing existing built form and could not therefore be deemed unacceptable. Again, the landscaping of the site would be a great improvement on its current utilitarian character.

The rest of the new-build is focused around the remaining curtilage listed ward blocks. This would be appropriate in design, and being sited behind the buildings, their architectural interest would be preserved, as would the airy long range view out that were deemed to be a key contributor to the recovering from illness. No harm would be done to their setting.

The proposals for the non-residential development at the gate lodge are imaginative and well-conceived. Although the new buildings look large on plan, there would be sufficient architectural differentiation so as to ensure that the lodge would not appear subsumed by development.

The retention of the hydrotherapy pool building is one of the highlights of the scheme. Though not to everyone's taste, it is very accomplished architecturally. It's post 1948 date precludes its statutory protection, however, it is certainly worthy of being deemed a non-designated heritage asset, and as such its preservation is welcomed.

Clearly there is a degree of subjectivity as to what will enhance or detract from the setting of the listed buildings, and a view has to be taken as to whether the proposed new build is sufficiently appropriate in scale, design and appearance. The Council's Senior Conservation Officer concludes that because of the relatively low significance of the curtilage listed buildings to be demolished, and because there would be no direct impact on the principal listed buildings, any harm caused would be at the low end of less than substantial, therefore the public benefits of the scheme must be balanced against any detrimental effect.

### **DESIGN AND APPEARANCE**

The applicant states in the Design and Access Statement that the new development proposals should respect the existing landscape character and features of the site. The proposals should seek to sensitively integrate the new buildings within its landscape and the immediate environs of the listed buildings whilst at the same time providing for the long-term management and maintenance of the buildings and the historic gardens and woodland.

In designing the layout of the proposal, the applicant seeks to ensure that in order to retain and enhance key assets and respect the sensitive landscape setting, the new development proposed has been centred around the previously developed land.

In addition;

- Various ancillary buildings have been identified for demolition. These have been identified as detrimental to the character of the listed buildings and curtilage listed buildings.
- Single storey extensions to the north of the Main House will be removed to restore the house to its original style.
- Single storey extensions to the east of the Men's Ward block will be removed to re-affirm the Art Deco style of the building



## Development Control Committee Schedule

- The three storey Nurses block adjoining the Stable block will be demolished. This is seen to have a detrimental visual quality against the listed building
- Poor quality hospital buildings in the centre of the site will be removed, making way for the proposed sensitive new build and landscape features respectful and benefitting of the character and setting of the main house.
- Maintenance buildings and the Occupational Therapy suite around the Women's Ward Block will be demolished and replaced by sensitive new buildings that take reference from the character of the retained buildings and better accommodate retained landscape features
- The small workers semi-detached cottages will be demolished and replaced with high quality new buildings

Within the Design and Access Statement the applicant outlines that the design of the scheme starts with the Listed Buildings and seeks to ensure a balance between the conservation of the Listed Buildings and a bolder, contemporary approach to the new build elements.

The proposed new buildings have been designed to maximise the potential of the rural context, both internally and externally. The buildings have been situated on the site to minimise their visual impact whilst maintaining links with the immediate context.

Initial design development explored a traditional cottage style and detail with stone materials. However, in consultation with the Council and public it was felt that this unique site needed a more individual and alternative approach. The emphasis is maximising views and responding to the individual character of the site and existing structures.

The proposed new build comprises the following house types:

**House Type A** – 2-bedroom terrace – located in the northern corner of the site and western escarpment – materials include: red brick/buff brick walls, pitched slate roof, aluminium (anthracite grey) windows, timber front door and pvc square profile, anthracite grey rainwater pipes.

**House Type B** – 4-bed detached – located primarily on Westridge site with one on the western escarpment – materials include: buff brick, pitched slate roof, aluminium (anthracite grey) windows, timber front door and pvc square profile, anthracite grey rainwater pipes.

**House Type C** – 3 bed semi-detached – located to the east of the stable block – materials include: buff brick and grey render, flat roof with grey membrane, aluminium (anthracite grey) windows, timber front door and pvc square profile, anthracite grey rainwater pipes.

**House Type D** – 3 bed mews – located to the west of the stable block – materials include: buff brick, pitched slate roof, aluminium (anthracite grey) windows, timber front door and garage door, pvc square profile, anthracite grey rainwater pipes.

**House Type E** – 4 bed detached – located on Westridge site – materials include: buff brick and Siberian larch timber, pitched slate roof, aluminium (anthracite grey) windows, timber front door and garage door, pvc square profile, anthracite grey rainwater pipes.

**House Type F** – 3 bed detached – located on western escarpment – buff brick and Siberian larch timber, pitched slate roof, aluminium (anthracite grey) windows, timber front door and garage door, pvc square profile, anthracite grey rainwater pipes, glazed balcony.



## Development Control Committee Schedule

**House Type G** – 5 bed detached – located on western escarpment – buff brick and Siberian larch timber, pitched slate roof, aluminium (anthracite grey) windows, timber front door and garage door, pvc square profile anthracite grey rainwater pipes and glazed balcony.

**House Type I** – 5 bed detached – located on Westridge site and western escarpment – materials include: buff brick, pitched slate roof, aluminium (anthracite grey) windows, timber front door and garage door, pvc square profile anthracite grey rainwater pipes.

**House Type K** – 3 bed split level terrace – located in south eastern corner – materials include: grey brick with string course, flat roof with grey membrane, aluminium (anthracite grey) windows, timber front door, pvc square profile anthracite grey rainwater pipes.

**House Type L** – 2/3 bed terrace – located on south eastern boundary – materials include: white render, flat grass roof, aluminium (anthracite grey) windows, glazed front door and pvc square profile anthracite grey rainwater pipes.

**House Type M** – 2 bed terrace – located on eastern boundary, opposite main house – materials include: render walls, pitched slate roof, aluminium (anthracite grey) windows, glazed front door and pvc square profile anthracite grey rainwater pipes.

The design and appearance of the new builds and the palate of materials proposed are considered sympathetic and appropriate to the context of the site and surroundings. Given the sites sensitivity within the Area of Outstanding Natural Beauty and the importance of the restored listed buildings, a condition has been attached to ensure full details of all materials are submitted, including sample panels on site. Furthermore, additional conditions have been suggested to require the full details of soft and hard landscaping proposals as well as a full lighting strategy and plan. Although these details have been provided, and appear acceptable in some areas, the Council is retaining control by the imposition of these conditions.

### RESIDENTIAL AMENITY

Whilst much of the existing housing around the site is located away from proposed development, there are two properties adjacent to the site's northern boundary that the proposals will impact upon, Fieldend Bungalow and Roadway Farm.

It is acknowledged that these residents have lived many years adjacent to the hospital and that the proposal does bring built development closer to the boundary. It should be noted however that the fall-back position that the proposal needs to be assessed against is that the use of the site as a hospital remains extant.

Whilst the proposal brings residential development closer, the proposed layout ensures that they do not share a boundary. Indeed, there is a proposed footpath and landscaping buffer with mitigation planting between the end of the proposed properties rear garden (which are shorter in this location to avoid conflict) and the boundary with Fieldend Bungalow.

Due consideration has been given to the of the topography of the area and the orientation of the properties, with Fieldend Bungalow sitting in a slightly more elevated position, the dwelling set off the boundary and gable end on to the development. Whilst it is accepted that the outlook of the immediate neighbours will change, the proposed planting, boundary treatment and landscaping will seek to ensure that the proposal will not have such a significant impact to uphold an objection on amenity grounds.



## Development Control Committee Schedule

It is therefore considered that the loss of residential amenity to the neighbouring properties would not constitute an unacceptable adverse impact.

### **LANDSCAPE AND VISUAL IMPACT**

The site lies on the Cotswold scarp slopes north of Stonehouse within open countryside. The south western tip of the site by the Lodge is around 400m away from the edge of Stonehouse whilst the main house is about 900m away. There are scattered farmhouse complexes around the scarp slope and Moreton Hill Farm centre to the south east which has expanded the original farm complex.

From the A4008 on the lower slopes there are narrow lanes running up the slope terminating in tracks and paths, only accessible to farm vehicles, cyclists and walkers, which finally reach the top of the scarp.

The site lies within the Cotswold National Character Area (NCA 107). The Cotswold AONB Landscape Character Assessment (2004) places the site within the Landscape Character Type 2: Escarpment and specifically in the Landscape Character Area2C: Uley to Coopers Hill.

The GCC County Landscape Character Assessment (2006) covering the area outside the AONB identifies the adjacent landscape as Settled Unwooded Vale landscape character type (LCT) in Vale of Berkeley Landscape Character type (LCA) 6A.

The SDC Landscape Assessment (2000) places the site within Landscape Type 4: Escarpment. This is at a similar grain to the AONB and County assessments.

The site also lies within the Cotswold Area of Outstanding Natural Beauty (AONB) whose boundary nearby lies along railway line, the A4008, and the edge of Stonehouse from north-south respectively.

The site forms part of the lower slopes of the escarpment. The Lodge on the south-western corner is at 64mAOD. The north west part of the site (West escarpment) rises from around 74mAOD and the main part of the site is a sloping plateau around 91-97mAOD rising to 109mAOD on the eastern upper boundary.

The sites grounds include mature woodland, specimen trees and an Arboretum, parkland features, an orchard, a former tip, a pond and small watercourse. Some trees have tree preservation orders (TPO) The trees and landscape features are discussed in further detail later in this report. Much of the site is overgrown with pioneer vegetation of trees and shrubs which have grown up between the buildings and former planted areas, increasing the screening of the buildings. A bridleway runs through the site from north to south, partly on the sweeping driveway approach from the south west from the Lodge.

### Landscape and Visual Impact Assessment

The application, as originally submitted was accompanied by a Landscape and Visual Impact Assessment (March 2017) (LVIA). The LVIA assessed the illustrative masterplan in terms of its landscape and visual impacts. A total of 12 viewpoints were defined through a process of



## Development Control Committee Schedule

desk top research and on-site survey that took place in February-March 2017 and the viewpoints were finalised through consultation with the Council in March 2017. The assessment was carried out with reference to the Landscape Institute's Guidelines for Landscape and Visual Impact Assessment, 3<sup>rd</sup> Edition, 2013. A three-stage assessment process was adopted: the nature of the receptors (sensitivity) was assessed, the nature of the effects (magnitude) likely to result from the proposed development was assessed and the overall significance of the identified effects on receptors was determined. The LVIA, in its conclusions, acknowledged that existing development within the site is medium size in terms of scale and massing. However, the baseline study has shown that despite this, existing development is well-screened due to major tree cover and woodland both within the site, and within the site context.

The LVIA concluded that due to the sensitive location of new development within the site, and retention of tree/woodland cover, the visual impacts are minimal. The majority of viewpoints are predicted to result in only minor or negligible impacts as a result of the proposed development, although two of the viewpoints are deemed to have a moderate significance of effect. In viewpoint 9 the site is centrally located and in view 10 the receptor is at an elevated point in close proximity to the site. The LVIA considered that in these cases the wire line creates a worse case scenario and it's difficult to ascertain to what extent the existing tree planting on the site will screen the proposed dwellings. The LVIA concluded that any potential adverse impacts as a result of development can be reduced or offset through appropriate mitigation measures.

Due to objections received regarding the LVIA, White Consultants were appointed to review the submitted documents on behalf of the Council. They raised concerns regarding the method used which tends to downplay effects and the use of photo wire visualisations. There were also some concerns regarding the accuracy of some wirelines and that the assessed landscape and visual effects in the LVIA were less than expected. The review found significant adverse landscape and visual effects and also adverse effects on the Cotswolds AONB special qualities.

These findings lead to further detailed discussions between the applicants, their landscape advisors and White Consultants on behalf of the Council and the scheme was subsequently amended in November 2018, which is the scheme currently under consideration. The revised scheme includes a new layout, amended planting and new visualisations from the agreed key viewpoints to give a more realistic impression of the development. This scheme has again been independently assessed by White Consultants.

White Consultants concluded that the assessed landscape and visual effects in the LVIA are less than would be expected. This review finds significant adverse local landscape effects and a larger number of significant adverse visual effects. However, these do not include views from the Cotswold Way and the scarp top.

There are adverse effects on the Cotswolds AONB special qualities although there are balancing factors. The proposals extend development on the site and this combined with the removal of secondary trees and vegetation would make built form more visible, especially in the short term. The most visible development is located in the Former Westridge site, the



## Development Control Committee Schedule

West Escarpment and on the western edge of the Stable Courtyard and Mews. Apart from the northern edge, development in the former Ward Blocks and Approach area would be more discreet set into the hillside and screened by more vegetation. Standish House and the better existing listed and other buildings are proposed to be put into use as housing and the best parts of the grounds including specimen trees are proposed to be restored and conserved. These are a landscape benefit.

The quantum and modern nature of the proposed new build development would appear out of character with the relatively sparse rural pattern of settlement on the scarp slope. However, the latest modified layout reduces the extent of development in the West Escarpment, improves its appearance, and increases planting mitigation along the boundaries both here, in the Former Westridge Site and the Stable Courtyard and Mews area.

In summary it is considered that whilst there are significant adverse local landscape effects and a larger number of significant adverse visual effects these will need to be balanced in the decision-making process against the heritage benefits that arise from the scheme.

### **COTSWOLD AONB**

Natural England (NE) responded to the application in relation to protected landscapes (August 2018) and objected to the proposal. As submitted, they considered the proposal will:

- Have a significant impact on the purposes of designation of the Cotswold Area of Outstanding Natural Beauty (AONB).

The reached this view for the following reasons:

- The proposed development has significant landscape/visual impacts on the AONB
- The submitted documents do not adequately address the relevant tests set out in the revised National Planning Policy Framework (NPPF) paragraph 172.

NE provide that there may be scope for amendments to the location and/or design of the proposal that could avoid or mitigate the environmental harm described above which may include, changes to the design and layout of the development in order to address its size and scale.

The Cotswold Conservation Board (the Board) responded to the application (July 2018). The Board objected to the application. In their response they state that the principle of redeveloping this former country house and stables and latterly redundant hospital (as extended with additional buildings) is welcome as a means of bringing this historic complex of buildings back into suitable, viable and sustainable use. The Board welcomes these aspects of the proposed development.

However, the Board had serious concerns about the scale of additional new build housing proposed and the impact of this would have on the AONB. In particular, they considered that this scale of development, in this location, is not compatible with the purpose of the AONB designation (i.e. to conserve and enhance the natural beauty of the AONB) and that the proposal does not adequately address the requirements of the NPPF. They recommend that the scale of development should be reduced to that which is strictly needed to achieve the



## Development Control Committee Schedule

desired heritage and landscape benefits, with any additional new build homes being supplied elsewhere, preferably outside the AONB.

The principle of major development within the AONB in this location has been addressed above and relates closely to the delivery of local and national policy relating to heritage objectives. Based on the detailed concerns raised by NE and the Board, the Council appointed White Consultants to carry out an independent appraisal of the landscape and visual impacts of the proposed scheme taking into account the detailed proposals, supporting information submitted and the objections to the scheme from NE and the Board.

In assessing the application, in addition to the review of the LVIA, the Council's appointed consultant White Consulting, reviewed the impact of the development on the Cotswold AONB. The review clearly stated that in addition to the LVIA it was necessary to look at the effect on the AONB designation which the LVIA did not include with the exception of assessing the effects on the character areas. That said, White Consulting stated that the review considered that the following special qualities are likely to be adversely affected:

- The Cotswold escarpment, including views from and to the AONB
- Tranquillity
- Distinctive settlements
- Quiet recreation on PROWs nearby

The review by White Consulting concluded the following;

"However, the degree to which the effects are significant is a matter of balance. Taking into account the well treed nature of the site, its former hospital use, its current condition and the retention and proposed management of the existing listed buildings and associated specimen trees and parkland, the proposals are mitigated to an extent and do have benefits. In relation to the Vision outcome of the Cotswold AONB 2018-2023 the proposed development is likely to contribute to conserving the historic environment in good condition."

The Cotswold Conservation Boards continued objection to the proposal have been duly noted. Whilst it is possible under the regulations to locate enabling development away from the listed buildings it is seeking to conserve, to do so the applicant would need to be in ownership of the additional land. Given the land values for the Standish Hospital site and the Westridge site, the existing liability of the listed buildings and associated costs, it is highly unlikely that any developer would be in a position to acquire the site as it stands as well as an additional site upon which to located enabling development.

It is also noted that the CCB request that evidence be provided that the new build element of the scheme is the 'minimum necessary' to ensure the conservation and restoration of the hospital. This has been provided by the applicant as part of the planning application. This assessment has been independently assessed for the Council by the District Valuer. In additional when the quantum of floor area was reduced the Viability Assessment was updated and again reviewed by the District Valuer. As set out in a separate section of this report the District Valuer has agreed that the level of new build proposed is the minimum necessary.



## Development Control Committee Schedule

It is also noted that CCB have requested that if the application is approved that a financial contribution is made to CCB to assist in their management of the AONB. As set out within this report, the Council cannot request any additional funding that would increase the development cost of the site and lead to additional development being required.

### TREES

The site contains a fine collection of trees planted in early 19<sup>th</sup> century. The most notable species being the hybrid Oaks, the Cork Oaks, the hybrid Beech and the Cedar trees. Since the hospital closed the grounds have been neglected and invasive species such as Japanese knotweed, Sycamore, Ash and Goat willow have colonised the land. Some of the invasive species have been removed to allow access to the buildings, ponds and streams.

The vegetation removed corresponds with the submitted tree retention removal plan. The trees suitability for retention was assessed in line with BS5837: 2012 Trees in relation to design, demolition and construction. The majority of the trees removed are classed as category U. Those in such a condition that they cannot realistically be retained as living trees in the context of the current land use for longer than 10 years. None of the vegetation removed was contained within the schedule of the tree preservation order, thus no application was needed to remove the invasive species.

The layout of the new build has been designed to prevent trees which are to be retained from causing unreasonable inconvenience to future occupiers, leading inevitably to requests for consent to fell. Incoming occupiers of properties will want trees to be in harmony with their surroundings without casting excessive shade, or otherwise unreasonably interfering with their prospects of reasonably enjoying their property.

The provision of permanent and temporary site access is an important part of the layout design stage. The existing roads will be utilised to facilitate access to the buildings. The creation of the new link roads will be engineered to minimise the impact on the existing tree stock. Where roads are proposed within the root protection area(s) a cellular confinement system will be used, or mini piles. A cellular confinement system is an expandable system that can be filled with gravel or other materials for use in the construction of three-dimensional load spreading. This alleviates soil compaction and minimises root disturbance.

Tree T151 'Cork oak' is one of the most prominent and important trees on the development. The level change for the proposed road has the ability to adversely affect the trees root structure. As such, an engineering solution was discussed with the applicant's agent. This involved using mini piles and pre-casting concrete panels off site. These would then be lowered onto the piles spanning the RPA (root protection area) of the tree.

Drainage and service layouts must be designed in such a way as to allow for installation and future maintenance without adversely affecting trees and their root systems. The provision of common service trenches may help to minimise potential conflicts. It has been agreed with the applicant that where service runs fall within the root protection areas (RPAs) a moling contractor will be used and appropriately worded conditions have been attached.





## Development Control Committee Schedule

The land contains a number of veteran Oak trees. A veteran tree can be defined as: 'a tree that is of interest biologically, culturally or aesthetically because of its age, size or condition'. Ancient woodland is an irreplaceable habitat. The recently updated National Planning Policy Framework (paragraph 175) states: *development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists.* The proposed development doesn't involve the removal of any of the veteran trees, thus the application is compliant with NPPF paragraph 175.

The application will allow for the future management of the grounds and enhance the historic landscape. As such, no objections have been raised by the Council's Tree Officer subject to the imposition of a number of conditions.

### ECOLOGY

The site is subject to a number of important international designated sites and Site of Special Scientific Interest (SSSI). These include:

- Severn Estuary Special Area of Conservation (SAC), Special Protection Area (SPA) & Ramsar
- Cotswold Commons and Beechwoods SAC
- Severn Estuary, Upper Severn Estuary SSSI
- Cotswold Commons and Beechwoods SSSI
- Woodchester Park SSSI

The site has also been found to include a number of protected species and a number of ecological surveys have been undertaken on the site over recent years, with the most recent update being in 2018. The majority of the older surveys were carried out on the Main Standish site; however a full site update was undertaken when the Westridge unit was added to the scheme and subsequent updates requested by the Biodiversity Officer have been submitted.

The main ecological findings include:

- Great crested newts: surveys, including a DNA survey, were carried out on the one site pond and ponds within 500m of the site and no greatest newts were found.
- Reptiles: a low population of slow worm has been found on the site. A translocation will not be required due to the low number of reptiles present, but stages vegetation removal under ecological supervision will be required, and habitat features will be included within the scheme
- Breeding birds: The site supports a number of species typical of overgrown amenity grassland in the countryside. Scrub clearance will be undertaken outside of the nesting bird season or checked by an ecologist prior to removal. Bird boxes suitable for House Sparrow will be included within the scheme to compensate for the loss of nesting sites in existing buildings
- Badgers: a number of setts have been found on the site. Due to the location and the works required an artificial site was created for relocation.



## Development Control Committee Schedule

- Bats: a number of bat species are located in buildings across the site. A European Protected Species Mitigation (EPSM) Licence will need to be applied for from Natural England only once full planning consent has been obtained and all relevant conditions have been discharged, which will allow works that would otherwise not be permissible under legislation which protects bats and their roosts to be undertaken. Mitigation will include a standalone, purpose-built bat house, erection of bat boxes on trees, retention and creation of roof voids for bats, adaption of a lift shaft to provide roosting opportunities for bats, inclusion of features on new buildings for crevice dwelling species, and production of a bat-friendly lighting strategy.

All species of bat are European Protected Species and, as such, Local Planning Authorities now have a duty to address the three tests contained in the EU Habitats Directive and UK Conservation of Habitats & Species Regulations 2017 (as amended) when determining planning applications affecting European Protected Species. A full mitigation strategy, lighting and landscaping are to be conditioned and are necessary to fulfil the requirements of Regulations 55(9)(b)) of the three derogation tests of the Conservation of Habitats and Species Regulations 2017, specifically that “the action authorised will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range”.

The Council is satisfied that the derogation test can be met once the pre-commencement conditions relating to the mitigation strategy, lighting and landscaping has been sufficiently discharged.

Regulation 55(2)(e) states: a licence can be granted for the purposes of “preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment”.

Regulation 55(9)(a) which states: the appropriate authority shall not grant a licence unless they are satisfied “that there is no satisfactory alternative”.

The final two tests will be discharged through the assessment of the principal of development, SDC is satisfied that the proposed development accords with Local Planning Policy and therefore can be confident that all 3 derogation tests can be adequately assessed in accordance with Natural England guidance.

- A ground level tree assessment was also carried out for the whole site and at the Westridge Unit in March 2017 and nine trees with potential for roosting bats will be affected by the proposals.

The Biodiversity officer has worked closely with the applicants and their ecological advisors and with Natural England during the consideration of the application on all matters relating to natural environment issues. They are satisfied with the submitted information and mitigation and have suggested a number of conditions to be included on any planning permission granted.



## Development Control Committee Schedule

The Biodiversity Officer has also prepared an Appropriate Assessment under Regulation 63 of the Conservation of Habitats and Species Regulations 2017 (as amended). The LPA is responsible for undertaking the 'appropriate assessment' for this project which is an objective, scientific assessment of the project's implications for the qualifying features of European Sites likely to be significantly affected in order to inform an 'integrity test'.

The appropriate assessment notes that the site falls within the 7.7km of the Severn Estuary, which has been identified by the Council as the distance local residents will travel to the Severn Estuary for recreational purposes at a level that is considered detrimental to the designated sites qualifying features. The site also falls 6.91km to the east of the Cotswold Beechwoods as the crow flies; however, by either footpath or road the distance between the designated site and the development site is considerably further.

The Appropriate Assessment concluded that SDC is able to ascertain that the proposal will not result in adverse effects on the integrity of any of the sites in question. NE, having considered the assessment, and the measures proposed to mitigate for all identified adverse effects that could potentially occur, agree with the assessment conclusions, providing that all mitigation measures are appropriately secured in any permission given. This includes Severn Estuary – Developer contribution to be secured by legal agreement and Cotswold Beechwood – Homeowner information packs, interpretation boards and on site recreational resources to be secured by planning condition.

### **HIGHWAYS AND TRANSPORTATION**

A Transport Assessment accompanied the planning application. Within the Assessment of the proposals it stated that the development is located within walking distance of local services and facilities including schools, shops, railway station, employment and Stonehouse Local Centre. In addition it stated that the development was within 'comfortable walking distance' to bus stops on Gloucester Road which provides connections to Stroud and Gloucester.

The scheme proposes to use the existing access road, which it is proposed to be operated as a balanced street. In addition, it is proposed that the quality of Horsemarling Lane will be enhanced for vulnerable road users by way of provision of gateway features and surface treatment to provide a virtual multi user path along the southern side of Horsemarling Lane. The former Standish and Westridge hospital sites are located North East of Stonehouse and North West of Stroud. The site is served via a private access road off Horsemarling Lane which is a class 4 highway with a national speed limit. The site access is approximately 750m east of the class 2 Gloucester Road. There are no pedestrian facilities on Horsemarling Lane or street lighting.

The existing vehicular access is to be retained in its current form of a simple priority junction. Given the expected vehicle flows on the access road and Horsemarling Lane, the junction would remain suitable.

The development will make use of the existing internal estate roads which are currently shared between users with no recorded personal injury collisions. The internal estate roads are not to be offered for adoption and will therefore remain private. The internal estate roads



## Development Control Committee Schedule

would have been subject to a similar level of vehicular movements to that of the proposed residential development.

Stroud District Council's adopted Local Plan contains parking provision at 1.5 spaces per dwelling. However, Gloucestershire as a whole does not have parking provision standards, instead parking provision should be calculated by the methodology set out in Para 39 of the NPPF. A part of that methodology is to undertake an interrogation of Local Car Ownership Census 2011 data.

The submitted Transport Assessment Nov 2017 has determined a Local Car Ownership level of 1.87 spaces per dwelling, equating to the provision of 2 spaces per dwelling.

Gloucestershire County Council (GCC) Highways undertook a review of the Census data using the Super Output Middle Layer which contains the development site. The Census data determined that the majority of households owned or had access to 2 vehicles. Of the 2569 dwellings in the survey area, there are 4675 vehicles which equates to an average Car Ownership level of 1.8 which supports the figure proposed in the Transport Assessment. The proposed parking provision of 2 spaces per dwelling is therefore acceptable in accordance with the NPPF.

The Local Design Guidance recommends that cycle parking for residential developments should be provided at a provision of 1 cycle space per dwelling. The Transport Assessment proposed a provision that complies with the Local Design Guidance. The cycle space can be provided within a garage of suitable rear garden structure such as a shed.

The existing site covers approximately 9,591 sq.m GFA of hospital buildings and 3 dwellings. There are no comparable local sites in the area and no trip rate data can be determined from the proposal site as the hospital buildings are no longer in use. However, as dictated by planning law, assessment should be made on the lawfully permitted land use and not current / previous operational use. The extant hospital use remains a valid fall back position therefore trip rate assessments and impacts are to be undertaken as a worst case scenario.

The TA trip rates suggest a reduction in trips in the AM peak and a reduction of 13 in the PM peak. GCC interrogated the TA and have found it to be robust. Despite the increase in trips compared to the extant in PM peak, the extant trip rates are higher in the PM peak. Therefore there is no evidence to suggest that the increase in the PM peak trips would have a detrimental or significant impact upon the Local Highway Network when compared to what could have occurred under the extant land use. The reduction in the AM peak and increase in PM peak suggest a switch in flow direction. This is to be expected given that the hospital was a place of destination and journey end whilst the residential proposal is a place of origin and would see vehicles leaving the site in the AM peak rather than heading towards it as would have been the case with the hospital. Despite this switch in flow direction and slight increase in PM peak trips, the development would not be regarded as having significant impact upon the Local Highway Network when compared to what could occur under the extant land use.

The applicant has proposed works to Horsemarling Lane by way of a gate feature at either end of the lane and a virtual footway installed on the southern side of the carriageway.



## Development Control Committee Schedule

The virtual footway is proposed as being 2.0m in width along the majority with occasional pinch points of 1.8m and 1.6m to ensure a minimum running lane width of 3m. The minimum virtual footway width of 1.6m is still sufficient to support the passing of a wheelchair users and ambulant person side by side.

The virtual footway will cover a length of approximately 750m from site access to Gloucester Road to the west. Horsemaring Lane is not street lit and maintains a rural feel. The installation of the virtual footway prevents two-way vehicle working for motor vehicles in places; however as there is no physical upstand to the virtual footway, vehicles can overrun it to pass one another but given the lack of street lighting this may create conflict issues with non-motorised users.

GCC during consultation raised concerns with the extent of the facilities proposed and whether pedestrians can be adequately protected within the 'virtual footway' given that it is over-runnable by motor vehicles. Furthermore, the virtual footway attempts to incorporate the principles of a quiet lane. However, quiet lanes typically have vehicle speeds no greater than 35mph and often reduce carriageway widths to single working with dedicated, signed and inter-visible passing places which also raise motorist and pedestrian awareness of the safe and appropriate places to pass. Current 85<sup>th</sup> percentile speeds are 37mph westbound and 39mph Eastbound, with the concern being that the virtual footway will not do enough to reduce enough vehicle speeds by up to 4mph.

Moreover, although some pedestrian trips could have occurred from the extant hospital use, a residential development will introduce a potential increase in pedestrian trips as well as vulnerable users such as the elderly, children or those with impaired vision or mobility issues. That said the Highway Authority have concluded that they feel that these issues can be overcome by way of planning condition, which has been agreed by the applicants, which will ensure that a protected pedestrian route, suitable passing bays and signage / road markings are provided to ensure that priority is given to non-motorised users.

Highways England were consulted on the application and it was confirmed that they did not raise an objection to the application.

GCC Highways raised no objection to the application subject to a number of conditions. It also considered that that the car parking requirement as set out in Stroud District Local Plan has been met. In summary GCC stated that the proposed development results in a similar level of vehicle trip generation to what could have occurred under the extant land use. Therefore, the development will not have a significant impact upon the capacity or performance of the Local Highway Network.

No vehicular access to the north of the site, emergency or otherwise, is proposed within this application. It is noted that GCC Highways have commented on this aspect, but it should be duly noted that this is in error and refers to a proposal in the previous application. The only access at the north of the site relates to the existing public right of way.

With regards public transport access to the site and the potential for diversion of local bus routes, this has been queried with the applicants, who confirmed that they contacted



## Development Control Committee Schedule

Stagecoach directly to enquire whether this would be possible. The applicants indicated that a public transport connection would of course be beneficial to the residents, but Stagecoach confirmed to the applicants that *'the level of travel demands from the site, even assuming public transport demands that exceed anything we see from within established urban neighbourhoods in the County, will be extremely modest. We would expect that most journeys would neither pick up nor set down, in reality. Introducing a significant diversion adds yet further delay and inconvenience to all our current customers between Stonehouse and Quedgeley, and the balance of probabilities is that this would actually damp existing demand greater than the new development would create new ones.'*

The applicants have also been asked by Standish Parish Council to consider the possibility of a privately run mini-bus service. The Council understands that there are on-going discussions between parties on this issue, however it is not fundamental to the acceptability of the proposal. A condition requiring a Travel Plan that explores various sustainable transport options is proposed which allows for this option to be considered.

### **DRAINAGE AND FLOOD RISK**

As part of the planning application a Flood Risk and Drainage Strategy was submitted and updated in August 2018. This stated that the development site is considered to be at low risk from flooding associated with sewer and artificial flood sources. To ensure that any potential residual flood risk is mitigated for it was advised that finished floor levels are raised above the external levels to provide overland flood routes for excess surface water run-off. By raising the finished floor levels further protection will be added to protect properties from excess surface water run-off and overland flow from the elevated areas to the east of the site.

In addition, the Strategy also stated that the surface water flood risk is 'low to high' onsite. Whilst this is the case it is stated that any risk to the development from surface water would be reduced post development through the implementation of formal onsite surface water drainage. A surface water management strategy has been prepared for the site and reviewed.

An objection was lodged to the Strategy by Gloucestershire County Council as Lead Local Flood Authority (LLFA), and a request for further information was issued. This led to a full Flood Risk Assessment (FRA) being undertaken in September 2018 by Betts Hydro Consulting Engineers.

This FRA was then re-assessed by GCC as LLFA and their objection was subsequently withdrawn to the application in October 2018. In their response they stated that the additional information supplied by way of the Assessment and Plans demonstrates that the general principle of the development is acceptable in terms of surface water flood risk management. However, further information is required at a detail design stage. LLFA agree that the site is at low risk of surface water flooding as LLFA has no records of surface water flooding in the vicinity of the development's location.

In summary the LLFA have no objections to the application based upon the surface water management proposals for the site however they recommend that a number of conditions are attached to any planning permission granted.



## Development Control Committee Schedule

Severn Trent have also reviewed the aforementioned documents and have raised no objection subject to the imposition of conditions should planning permission be granted.

### **PUBLIC RIGHTS OF WAY**

There is a Public Right of Way (Bridleway) running through the site which is affected by these proposals. GCC Public Rights of Way Officer has confirmed that a diversion will be required if the development goes ahead as planned. The bridleway is currently closed by temporary order and before any physical development is placed on the bridleway there must be a confirmed legal diversion in place.

The bridleway through the site will be retained, albeit with a small diversion which is to be agreed. The bridleway will continue to offer a shared public right of way for walkers, cyclists and horse riders.

The application also proposes a network footpaths within the site, proposed to connect to footpath no. 43 into the wider network which will seek to strengthen public access to the site. The Council is aware of continued discussions between the applicant and GCC Public Rights of Way Officer on this issue and is satisfied the applicants are aware of their obligations to Public Rights of Way under the Town and Country Planning Act 1990 and Highways Act 1980.

### **PUBLIC OPEN SPACE AND PLAY STRATEGY**

The site is set within parkland, which is accessible to the public and will be subject to landscaping and enhancement as part of the proposals. As such there is substantial existing provision for semi-natural and natural green space.

The applicant's ethos for the scheme is to open the parkland up in an inclusive manner allowing the local community to benefit from greater connectivity by way of footpaths within the site, maintenance of the Public Right of Way and areas of informal open space.

Given the historic listed buildings, parkland setting and the AONB designation it is considered by the applicant that traditional play equipment could be harmful to the setting of the estate, instead the Play Strategy proposed by the applicant seeks to create an area of informal, woodland play space which is more organic in nature and sits more comfortably within the parkland setting. The details provided to date are indicative in nature but show a more informal play space which is considered appropriate to the context of the site. A condition is proposed to ensure that the details of the play space are provided.

### **ENERGY AND WASTE**

The applicant sought a review of the scheme by the Energy Council and the guidance and recommendations have been taken on board to ensure that a quality sustainable new development is created. The Design and Access Statement states that the scheme will offer residents and the community as a whole added benefits of energy efficiency, higher living standards, lower energy and water bills and enhanced surroundings and facilities.



## Development Control Committee Schedule

Water efficiency will be promoted throughout the development through the incorporation of water efficient fittings and water meters. Reduction in water usage indirectly impacts on energy usage embodied in carbon reductions through water treatment.

A Waste Management Strategy has been prepared which outlines the processes considered for demolition, site clearance, construction etc. It sets out the process that will be undertaken by the main contractor during the construction period.

With regard to residential waste, it is proposed by the applicant that waste collection of the site will be via a private contractor. Details of the locations of the bin stores and tracking for waste collection vehicles have been submitted. A condition has been attached which requires the design details of the bin stores to be provided.

### **ARCHAEOLOGY**

An Archaeological Assessment was submitted with the original planning application dated November 2017. The site was checked against the County Historic Environment Record by Gloucestershire County Council's Archaeologist, who has confirmed that the wider local area is known to contain extensive archaeological remains relating to prehistoric and Roman activity and settlement. It is acknowledged therefore that the proposed development area raises concern that there may be an impact on any archaeological remains, however on analysis of the scheme and the archaeological assessment submitted, the County archaeologist agrees with the applicants assessment that the majority of areas where new development is proposed is previously developed or in an area that has been subject to previous ground disturbances caused by terracing, landscaping or planting of trees.

The County Archaeologist concluded that in his view the development proposal has low potential to have an adverse impact on any significant archaeological remains and therefore recommended no further archaeological investigation or recording should be required in connection with the development proposal.

### **PLANNING BALANCE AND RECOMMENDATION**

In order to assess the planning balance of the proposal it is important to understand the fall-back position. Given that the enabling case for the development has been clearly set out in planning policy (National and Local) and is supported by an adopted Planning Concept Statement SPA for the site. Whilst the principle of enabling development was established in the SPA, the quantum of floor area required to meet the conservation deficit could only be established once a full assessment of the restoration work necessary to the listed buildings had been undertaken. The potential adverse affects to the Cotswold AONB (as referred to in the body of the report) have to be balanced against the benefits to the heritage assets.

The next issue that should be considered is whether the type of development being proposed on the site is acceptable. Given the site was marketed by Homes England in a number of ways and that the marketing strategy is acceptable to the Council, Homes England and NHS Trust and set out in the SPA document, and that the only land use that was viable for the site given land values and market conditions was residential, it is clear that the principle of





## Development Control Committee Schedule

residential use is the only option. Residential use brings with it land values that will ensure that the listed buildings can be fully restored and maintained for the foreseeable future.

Following the establishment that enabling development is required to restore the listed buildings and bring them back in a long term viable use, the next issue that has to be assessed is whether the quantum of enabling development constitutes the 'minimum necessary'. In order to assess this, the viability assessment was independently reviewed for the Council by the District Valuer. This assessment concluded that without the inclusion of the Westridge site there was still a conservation deficit. In addition, it was concluded that even with the Westridge site the viability of the scheme had a relatively small surplus in the context of the whole scheme and;

“it is also suggestive that the quantum of development as proposed is reasonable to fill the deficit. I would note that if the higher build costs as suggested by BCIS were adopted instead of those proposed by JLL that the overall surplus would reduce naturally and indeed more development may be required in order to fill the conservation deficit.”

If we therefore accept the need to restore and protect the Listed Buildings within the former Standish Hospital site, we also accept that the principle of enabling development is required to ensure the buildings are retained and that the District Valuer's critique of the Viability Assessment is correct, we are left with balancing the impacts of the development proposed with the alternative of no development.

If this proposal is not approved, given the previous lack of interest in the site and current market conditions, it is unlikely that a new developer will come forward with a more favourable scheme within a short enough timeframe in which no further deterioration to the Listed Buildings occurs. Any further deterioration to the buildings will obviously incur further cost which will bring with it the need for additional new build.

The proposal taken as a whole has many issues, the effects of which need to be taken into account in a balanced planning judgement. Whilst there are negative aspects of the proposal which have been discussed above, in general it is considered that these are significantly outweighed by the positive aspects which would result in the restoration and long-term viability of the listed buildings, protection of trees and landscape features.

It is therefore recommended that Members Resolve to permit subject to S.106 Agreement.

### **OBLIGATIONS**

A draft legal agreement has been discussed between the Council and applicants. It contains provisions for the Severn Estuary Mitigation Contribution, on site open space provision and maintenance, securing the works to the listed buildings, erection of the bat house and a schedule of urgent works.



## Development Control Committee Schedule

### HUMAN RIGHTS

In compiling this recommendation, we have given full consideration to all aspects of the Human Rights Act 1998 in relation to the applicant and/or the occupiers of any neighbouring or affected properties. In particular regard has been had to Article 8 of the ECHR (Right to Respect for private and family life) and the requirement to ensure that any interference with the right in this Article is both permissible and proportionate. On analysing the issues raised by the application no particular matters, other than those referred to in this report, warranted any different action to that recommended.

<b>Subject to the following conditions:</b>	<p>1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.</p> <p>Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.</p> <p>2. The development hereby permitted shall be carried out in all respects in strict accordance with the approved plans and documents listed below unless as otherwise required under other conditions.</p> <table style="width: 100%; border-collapse: collapse;"> <tr><td style="width: 30%;">120-00-1001-A</td><td>Location Plan</td></tr> <tr><td>120-00-1004-A</td><td>Demolition Site Plan, Sheet 1</td></tr> <tr><td>120-00-1005-A</td><td>Demolition Site Plan, Sheet 2</td></tr> <tr><td>120-00-1010-A</td><td>Bat House Plans and Elevations</td></tr> <tr><td>120-01-1003-A</td><td>Building A - Proposed Plans, BF,LGF,GF</td></tr> <tr><td>120-01-1004-A</td><td>Building A - Proposed Plans, FF,SF,Roof</td></tr> <tr><td>120-01-1103-A</td><td>Building A - Proposed Elevations, Sheet 1</td></tr> <tr><td>120-01-1104-A</td><td>Building A - Proposed Elevations, Sheet 2</td></tr> <tr><td>120-02-1002-B</td><td>Building B - Proposed Plans</td></tr> <tr><td>120-02-1102-B</td><td>Building B - Proposed Elevations</td></tr> <tr><td>120-03-1002-B</td><td>Building C - Proposed Plans</td></tr> <tr><td>120-03-1102-B</td><td>Building C - Proposed Elevations</td></tr> <tr><td>120-04-1002-A</td><td>Building I - Proposed Plans and Elevations</td></tr> <tr><td>120-04-1003-A</td><td>Building I - Proposed Roof Plan</td></tr> <tr><td>120-10-1001-B</td><td>House Type A - Proposed Plans &amp; Elevations.</td></tr> <tr><td>5row</td><td></td></tr> <tr><td>120-10-1002-B</td><td>House Type A - Proposed Plans &amp; Elevations.</td></tr> <tr><td>5row</td><td></td></tr> <tr><td>120-10-1003-B</td><td>House Type A - Proposed Plans &amp; Elevations.</td></tr> <tr><td>3row</td><td></td></tr> <tr><td>120-11-1001-B</td><td>House Type B - Proposed Plans &amp; Elevations</td></tr> <tr><td>120-12-1002-B</td><td>House Type C - Proposed Plans &amp; Elevations</td></tr> <tr><td>120-13-1001-A</td><td>House Type D - Proposed Plans &amp; Elevations</td></tr> <tr><td>120-13-1002-A</td><td>House Type D.2 - Proposed Plans &amp;</td></tr> </table>	120-00-1001-A	Location Plan	120-00-1004-A	Demolition Site Plan, Sheet 1	120-00-1005-A	Demolition Site Plan, Sheet 2	120-00-1010-A	Bat House Plans and Elevations	120-01-1003-A	Building A - Proposed Plans, BF,LGF,GF	120-01-1004-A	Building A - Proposed Plans, FF,SF,Roof	120-01-1103-A	Building A - Proposed Elevations, Sheet 1	120-01-1104-A	Building A - Proposed Elevations, Sheet 2	120-02-1002-B	Building B - Proposed Plans	120-02-1102-B	Building B - Proposed Elevations	120-03-1002-B	Building C - Proposed Plans	120-03-1102-B	Building C - Proposed Elevations	120-04-1002-A	Building I - Proposed Plans and Elevations	120-04-1003-A	Building I - Proposed Roof Plan	120-10-1001-B	House Type A - Proposed Plans & Elevations.	5row		120-10-1002-B	House Type A - Proposed Plans & Elevations.	5row		120-10-1003-B	House Type A - Proposed Plans & Elevations.	3row		120-11-1001-B	House Type B - Proposed Plans & Elevations	120-12-1002-B	House Type C - Proposed Plans & Elevations	120-13-1001-A	House Type D - Proposed Plans & Elevations	120-13-1002-A	House Type D.2 - Proposed Plans &
120-00-1001-A	Location Plan																																																
120-00-1004-A	Demolition Site Plan, Sheet 1																																																
120-00-1005-A	Demolition Site Plan, Sheet 2																																																
120-00-1010-A	Bat House Plans and Elevations																																																
120-01-1003-A	Building A - Proposed Plans, BF,LGF,GF																																																
120-01-1004-A	Building A - Proposed Plans, FF,SF,Roof																																																
120-01-1103-A	Building A - Proposed Elevations, Sheet 1																																																
120-01-1104-A	Building A - Proposed Elevations, Sheet 2																																																
120-02-1002-B	Building B - Proposed Plans																																																
120-02-1102-B	Building B - Proposed Elevations																																																
120-03-1002-B	Building C - Proposed Plans																																																
120-03-1102-B	Building C - Proposed Elevations																																																
120-04-1002-A	Building I - Proposed Plans and Elevations																																																
120-04-1003-A	Building I - Proposed Roof Plan																																																
120-10-1001-B	House Type A - Proposed Plans & Elevations.																																																
5row																																																	
120-10-1002-B	House Type A - Proposed Plans & Elevations.																																																
5row																																																	
120-10-1003-B	House Type A - Proposed Plans & Elevations.																																																
3row																																																	
120-11-1001-B	House Type B - Proposed Plans & Elevations																																																
120-12-1002-B	House Type C - Proposed Plans & Elevations																																																
120-13-1001-A	House Type D - Proposed Plans & Elevations																																																
120-13-1002-A	House Type D.2 - Proposed Plans &																																																



## Development Control Committee Schedule

### Elevations

120-14-1001-B	House Type E - Proposed Plans & Elevations
120-14-1002-B	House Type E.2 - Proposed Plans & Elevations
120-15-1001-B	House Type F - Proposed Plans & Elevations
120-16-1001-B	House Type G - Proposed Plans & Elevations
120-16-1002-B	House Type G.2 - Proposed Plans & Elevations
120-17-1001-C	House Type L - Proposed Plans & Elevations
120-18-1001-C	House Type I - Proposed Plans & Elevations
120-18-1002-C	House Type I.2 - Proposed Plans & Elevations
120-20-1001-B	House Type K - Proposed Plans & Elevations
120-22-1001-B	House Type M - Proposed Plans & Elevations
120-24-1001-B	Proposed Roof Plans, New Builds

NW2940_010	Standish Gatehouse Proposed Site Plan
NW2940_011	Standish Gatehouse Ground Floor
NW2940_012	Standish Gatehouse First Floor
NW2940_013	Standish Gatehouse Roof
NW2940_015	Standish Gatehouse South Elevation
NW2940_016	Standish Gatehouse West Elevation
NW2940_017	Standish Gatehouse North Elevation
NW2940_018	Standish Gatehouse East Elevation
NW2940_020	Standish Gatehouse Short Section
NW2940_021	Standish Gatehouse Long Section

Waste Management Strategy  
Submitted 1 December 2017

120 05 1002 – D	Proposed Plans Building G
120 05 1003 – B	Roof Plan Building G
120 05 1102 – D	Proposed Elevations Building G

Submitted 12 February 2018

120-00-1009-C	Bin Store Locations
120-00-1019	Proposed Layout Plan Overall Site
12799-700-P6	External Works
PL1702-VW-002-02-03	Illustrative Masterplan
PL1702-VW-004-04	Housing Tenure Plan
Update Note to Energy Statement, Sustainability Statement & Waste Management Strategy	

Submitted 26 November 2018

PL1702-P-005 07	General Arrangement
-----------------	---------------------

Submitted 18 December 2018



## Development Control Committee Schedule

Reason:

To ensure that the development is carried out in accordance with the approved plans and in the interests of good planning.

3. Other than urgent works specified in the S106 agreement associated with this development, no works shall commence in connection with any part of the development hereby permitted until a plan showing the various phases of development has been submitted to and approved by the Local Planning Authority. This plan shall identify which units of accommodation; areas of landscaping; turning and parking areas are associated with each phase.

Reason:

To secure properly planned development.

4. Other than urgent works specified in the S106 agreement associated with this development, and notwithstanding any details on the submitted plans, no development above slab level shall take place in connection with any phase of development as identified in the plan approved under condition 3 and involving new build, until samples of materials to be used in that phase for the construction of the external surfaces of the new build dwellings hereby permitted have been submitted to and approved by the Local Planning Authority. This shall include a schedule clearly specifying which materials will be used on each building. A sample panel of a minimum of 1sq m for each of the materials shall be constructed on site and shall be retained for the duration of the construction works. Development shall then only be carried out in accordance with the approved details.

Reason:

In the interests of the visual amenity in accordance with Stroud District Local Plan Policy CP14.

5. Other than urgent works specified in the S106 agreement associated with this development, and notwithstanding any details on the submitted plans, no development shall take place in connection with any phase of development as identified in the plan approved under condition 3, until details of the existing ground levels, proposed finished floor levels of the dwellings, and the proposed finished ground levels of the site, relative to a fixed datum point which is to remain undisturbed during the development have been submitted to and approved by the Local Planning Authority. Such details shall also provide comparative levels of eaves and ridge heights of Standish House, any adjacent properties and details of the levels of any existing or proposed



## Development Control Committee Schedule

boundary treatments. The development shall be carried out in accordance with the details as approved.

Reason:

In the interests of the amenities of local residents and visual amenity and character of the surrounding area to ensure the satisfactory appearance of the development, in accordance with Stroud District Local Plan Policies HC1, ES3 and ES7, November 2015 and the provisions of the Revised National Planning Policy Framework.

6. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that order with or without modification), no development permitted under Article 3, and described within Classes A,B,C,D,E,F,G,H of Part 1 of Schedule 2 (includes extensions, changes to the roof, porches, outbuildings/sheds or other structures in the garden, fuel tanks, pools, hard surfaces, chimneys and satellite dishes), shall take place on the development hereby permitted.

Reason:

To ensure a satisfactory appearance in accordance with Stroud Local Plan Policy ES10.

7. Prior to their installation in any of the new build dwellings hereby approved joinery details of all windows and doors shall be submitted and approved by the Local Planning Authority and the development shall then be carried out in strict accordance with the details approved and maintained as such thereafter. There shall be no changes to the windows and doors of the new build dwellings without the prior written permission of the Local Planning Authority.

Reason:

To ensure a satisfactory appearance in accordance with Stroud Local Plan Policy ES10.

8. Other than urgent works specified in the S106 agreement associated with this development, no development shall take place within the application site until the applicant, or their agents or successors in title, has secured the implementation of a programme of historic building recording in accordance with a written scheme of investigation which has been first submitted to and approved by the Local Planning Authority.



## Development Control Committee Schedule

Reason:

It is important to agree a programme of historic building recording in advance of the commencement of development, so as to make provision for the investigation and recording of any heritage assets that may be destroyed by the development. The programme of work will advance understanding of any heritage assets which will be lost, in accordance with paragraph 199 of the National Planning Policy Framework.

9. Other than urgent works specified in the S106 agreement associated with this development, no development shall take place until a scheme to deal with ground contamination, controlled waters and/or ground gas has been submitted to and approved by the Local Planning Authority. The scheme shall include all of the following measures, unless the Local Planning Authority dispenses with any such requirement specifically in writing:

i. A Phase I site investigation report carried out by a competent person to include a desk study, site walkover, the production of a site conceptual model and a human health and environmental risk assessment, undertaken in accordance with BS 10175:2011 Investigation of Potentially Contaminated Sites – Code of Practice.

ii. If identified as required by the above approved Phase I site investigation report, a Phase II intrusive investigation report detailing all investigative works and sampling on site, together with the results of the analysis, undertaken in accordance with BS10175:2011 Investigation of Potentially Contaminated Sites – Code of Practice. Where required the report shall include a detailed quantitative human health and environmental risk assessment.

iii. If identified as required by the above approved Phase II intrusive investigation report, a remediation scheme detailing how the remediation will be undertaken, what methods will be use and what is to be achieved. A clear end point of the remediation should be stated, such as site contaminant levels or a risk management action, as well as how this will be validated. Any ongoing monitoring should also be outlined. No deviation shall be made from this scheme without prior written approval from the Local Planning Authority.

No part of the development hereby permitted shall be occupied until;

iv. Any previously unidentified contamination encountered during the works has been fully assessed and an appropriate remediation



## Development Control Committee Schedule

scheme submitted to and approved by the Local Planning Authority.

v. A verification report detailing the remediation works undertaken and quality assistance certificates to show that the works have been carried out in full accordance with the approved methodology has been submitted to and approved by the Local Planning Authority. Details of any post-remedial sampling and analysis to show that the site has reached the required clean-up criteria shall be included, together with the necessary documentation detailing what waste materials have been removed from the site.

For further details as to how comply with this condition, please contact Katie Larner, Senior Contaminated Land Officer – tel: (01453) 754469

Reason:

To protect health and well-being in accordance Stroud District Local Plan Policy ES3 and with guidance in revised National Planning Policy Framework in paragraphs 178-179.

10. Other than urgent works specified in the S106 agreement associated with this development, and notwithstanding any details on the submitted plans, no development shall take place in connection with any phase of development as identified in the plan approved under condition 3, until details of a scheme of hard and soft landscaping for that phase have been submitted to and approved by the Local Planning Authority. The landscaping scheme shall include details of hard landscaping areas and boundary treatments (including the type and colour of materials), written specifications (including cultivation and other operations associated with tree, shrub, hedge or grass establishment), schedules of plants noting species, plant size and proposed numbers/ densities. The developers may wish to submit one landscaping scheme for the whole site, but this should clearly identify which areas of landscaping are associated with each phase of development as agreed under the phasing plan approved under condition 3.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b ) & 175 (c) & (d).



## Development Control Committee Schedule

11. All planting, seeding, turfing, erection of fencing and hard-surfacing comprised in the approved details of landscaping for each phase of the development shall be carried out in accordance with a timetable to be submitted to and approved by the Local Planning Authority prior to the occupation of any part of that phase of development. Any trees or plants which, within a period of five years from the completion of the development, die, are removed, or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b) & 175 (c) & (d).

12. No dwellings shall be occupied in connection with each phase of development as identified in the plan approved under condition 3 until details of the maintenance schedule for the landscaping scheme within that phase has been submitted to and approved by the Local Planning Authority. The landscaping shall be maintained thereafter in accordance with the approved maintenance schedule. The developer may wish to submit one maintenance schedule covering the whole site that would cover the principles of maintenance of the various areas.

Reason:

To ensure that the landscaping is adequately maintained in the interests of the visual amenity and wildlife interest of the area in accordance with Stroud District Local Plan Policies CP14, CP15 and ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b) & 175 (c) & (d).

13. The development shall be undertaken in accordance with the 'Stage 1 & 2 Arboricultural Impact Assessment Report Rev 2 produced by RSK dated November 2018. All of the provisions shall be implemented in full according to any timescales laid out in the method statement, unless otherwise approved by the Local Planning Authority.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised





## Development Control Committee Schedule

National Planning Policy Framework paragraphs 15, 170( b ) & 175 (c) & (d).

14. Prior to the creation of the link road adjacent to tree: T151 Cork Oak, engineering details must be submitted to and approved by the Local Planning Authority. The details must minimise the impact on the trees root structure by the use of mini piled foundations to create a gap between the underside of the carriageway and the trees root structure. All works in the creation of the link road adjacent to tree: T151 Cork Oak must be carried out in strict accordance with the details as approved.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b ) & 175 (c) & (d).

15. With the exception of tree: T151 Cork oak (as referred to in condition 14) all parking areas / link roads and other areas of hardstanding within the root protection areas ( RPAs ) whether temporary or permanent shall be created using a cellular confinement system.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b ) & 175 (c) & (d).

16. All service runs that are to be sited within the root protection areas (RPAs) of the retained trees must be undertaken by a moling contractor.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b ) & 175 (c) & (d).

17. All tree protective fencing must be erected prior to any site clearance work commencing. The fencing must be in full compliance with the Tree Protection Method Statement PL1702 and Tree Protection Fencing Setting Out (PL1702-P-011 issue 03,



## Development Control Committee Schedule

PL1702-P-012 issue 03 and PL1702-P-013 issue 02 submitted by Planit. The fencing must remain in situ until all construction works are complete and all trades are off site.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b) & 175 (c) & (d).

18. Prior to any work within the root protection areas (RPAs) a report compiled by an appropriately qualified arboriculture consultant in partnership with a structural engineer shall be submitted to and approved by the Local Planning Authority. This report shall identify all proposed level changes and the reasons why this work is required, the alternatives considered along with any appropriate mitigation. The development shall then be carried out in strict accordance with the details as approved.

Reason:

To preserve trees and hedges on the site in the interests of visual amenity and the character of the area in accordance with Stroud District Local Plan Policy ES8 and with guidance in revised National Planning Policy Framework paragraphs 15, 170( b) & 175 (c) & (d).

19. Notwithstanding the submitted details, no dwellings hereby permitted shall be occupied until full details of the on site Woodland Natural Play Area, including an implementation timetable and appropriate measures to satisfactorily demonstrate its future maintenance and management have been submitted to and approved by the Local Planning Authority. The approved Play Area shall then be provided in accordance with the approved details/timetable and retained in perpetuity unless otherwise approved by the Local Planning Authority.

Reason:

To provide play space on site to meet the needs of the development in accordance with of the Stroud District Local Plan Policies CP7, CP8, CP14, ES12 and ES15.

20. Other than urgent works specified in the S106 agreement associated with this development no works shall commence until a detailed Bat Mitigation Strategy has been submitted to and agreed by the Local Planning Authority. The strategy shall include the following:



## Development Control Committee Schedule

- i. Timings and timescales of works
- ii. Methods that will be used to ensure that bats will not be harmed during construction.
- iii. Phases of construction
- iv. Full details of compensatory roosting facilities
- v. On-going monitoring of replacement roosts – duration, timings and methods that will be employed.

The Bat Mitigation Strategy shall include details of the legal and funding mechanism(s) by which the long-term implementation of the strategy will be secured by the developer with the management body(ies) responsible for its delivery. The strategy shall also set out how contingencies and/or remedial action will be identified, agreed and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme. The approved strategy will be implemented in STRICT accordance with the approved details.

Reason:

To ensure the favourable conservation status of protected species and enhance the biodiversity of the area in the long-term, in accordance with Stroud District Local Plan Policy ES6 and guidance in revised National Planning Policy Framework.

21. Other than urgent works specified in the S106 agreement associated with this development, no development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP) has been submitted to and approved by the local planning authority. The CEMP shall include the following:
- i. Measures that will be taken to safeguard badgers and their setts during construction, the CEMP will identify clear badger no-dig zones.
  - ii. Methods and Timings for the removal of vegetation likely to support breeding birds.
  - iii. Details of site fencing.
  - iv. Details of site lighting.
  - v. The role and responsibilities of the on site ecological clerk of works ECOW or similarly competent person.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details.



## Development Control Committee Schedule

Reason:

To ensure that protected and priority species and priority habitats are safeguarded in accordance with The Conservation of Habitats and Species Regulations 2017 (as amended), the Wildlife and Countryside Act 1981 as amended, The Hedgerow Regulations 1997, Circular 06/2005, the revised National Planning Policy Framework (in particular section 11), and Policy ES6 of the Stroud District Local Plan, and in order for the Council to comply with Part 3 of the Natural Environment and Rural Communities Act 2006.

22. Other than urgent works specified in the S106 agreement associated with this development, no development shall take place (including demolition, ground works, vegetation clearance) until an ecological design strategy (EDS) has been submitted to and approved by the Local Planning Authority addressing mitigation and enhancement. The EDS shall include the following:

- i. Full details of hedgerows to be retained and protected during construction;
- ii. Full details of enhanced bat commuting corridors that will aim to provide connecting unlit habitat between identified/ newly constructed bat roosts and the wider landscape beyond the identified red line area of the development footprint;
- iii. Details of planting, such as hedgerows, wildflower planting and establishment;
- iv. Type and source of materials to be used where appropriate, e.g. native species of local provenance;
- v. Timetable for implementation demonstrating that works are aligned with the proposed phasing of development;
- vi. Details for the erection of bird boxes;
- vii. Details of remedial measures if planting fails;
- viii. Details of initial aftercare and long-term maintenance.

The approved EDS shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details.

Reason:

To protect and enhance the site for biodiversity in accordance with Stroud District Local Plan Policy ES6 and the revised National Planning Policy Framework paragraph 118 and in order for the Council to comply with Section 40 of the Natural Environment and Rural Communities Act 2006.



## Development Control Committee Schedule

23. Other than urgent works specified in the S106 agreement associated with this development, no development shall take place (including demolition, ground works, vegetation clearance) until a landscape and ecological management plan (LEMP) has been submitted to and approved by the Local Planning Authority. The content of the LEMP shall include the following:
- i. Description and evaluation of the features to be managed.
  - ii. Aims and objectives of management
  - iii, Appropriate management options for achieving aims and objectives
  - iv. Prescription for management actions
  - v. Preparation of work schedule (including an annual work plan capable of being rolled forward over a five year period)
  - vi. Details of body or organisation responsible for implementation of the plan.
  - vii. Ongoing monitoring and remedial measures.

The LEMP shall include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management body(ies) responsible for its delivery. The plan shall also set out how contingencies and/or remedial action will be identified, agreed and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme. The approved plan will be implemented in accordance with the approved details.

**Reason:**

To protect and enhance the site for biodiversity in accordance with Stroud District Local Plan Policy ES6 and the revised National Planning Policy Framework paragraph 118 and in order for the Council to comply with Section 40 of the Natural Environment and Rural Communities Act 2006.

24. Notwithstanding the submitted details, prior to the installation of any external lighting in the development hereby approved, a lighting design strategy shall be submitted to and approved by the Local Planning Authority. The strategy shall identify:
- i. the areas/features on site that are particularly sensitive for foraging bats;
  - ii. Show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their commuter route.
  - iii. How proposed lighting has been designed to reduce the visual impact of the development.



## Development Control Committee Schedule

All external lighting shall be installed in strict accordance with the specifications and locations set out in the strategy and retained in perpetuity as agreed. Under no circumstances should any other external lighting be installed without prior consent from the Local Planning Authority.

Reason:

To maintain dark corridors for nocturnal wildlife and in the interest of visual amenity in accordance with Stroud District Local Plan Policy CP14 and ES6.

25. None of the dwellings hereby approved shall be occupied until details of the Cotswolds Beechwoods Special Area of Conservation Mitigation Strategy has been submitted to and approved by the Local Planning Authority. The strategy shall include the following details:

- i. A homeowner information pack (HIPs) that includes information on recreational opportunities in the local area and describes sensitivities of locally designated sites such as Cotswold Beechwoods Special Area of Conservation.
- ii. Interpretation board to be erected within the proposed development site, to include information on local walking routes and describing sensitivities of locally designated sites such as Cotswold Beechwoods Special Area of Conservation.
- iii. Provision of on-site recreational facilities.

The strategy shall include details of the legal and funding mechanism(s) by which the long-term implementation of the strategy will be secured by the developer with the management body(ies) responsible for its delivery. The approved strategy will be implemented in accordance with the approved details.

Reason :

The above strategy will ensure that the development does not significantly affect the Cotswold Beechwoods Special Area of Conservation, this enables Stroud District Council as the competent authority to discharge its Statutory duty in accordance with the requirements of the Conservation of Habitats and Species Regulations 2017.

26. Other than urgent works specified in the S106 agreement associated with this development, no development shall take place within each phase of development as identified in the plan approved under condition 3, including any works of demolition, until a Construction Method Statement has been submitted to, and



## Development Control Committee Schedule

approved by, the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall:

- i. Specify the type and number of vehicles;
- ii. Provide for the parking of vehicles of site operatives and visitors;
- iii. Provide for the loading and unloading of plant and materials;
- iv. Provide for the storage of plant and materials used in constructing the development;
- v. Provide for wheel washing facilities;
- vi. Specify the intended hours of construction operations;
- vii. Specify measures to control the emission of dust and dirt during construction;
- viii. Undertake a before and after condition survey of Horsemarling Lane.

Reason:

To reduce the potential impact on the public highway and accommodate the efficient delivery of goods and supplies in accordance with policy CP14(7) and ES3 (3) of the Stroud Local Plan and the revised National Planning Policy Framework paragraph 110.

27. The development hereby permitted should not commence until drainage plans for the disposal of foul water flows have been submitted to and approved by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details before the development is first brought into use or occupied.

Reason:

This is to ensure that the development is provided with a satisfactory means of drainage as well as to prevent or to avoid exacerbating any flooding issues and to minimise the risk of pollution in accordance with Stroud District Local Plan Policy ES4. It is important that these details are agreed prior to the commencement of development as any works on site could have implications for drainage, flood risk and water quality in the locality.

28. The development hereby approved shall not be put in to use or occupied until a SuDS management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime, has been submitted to and approved by the Local Planning Authority. The plan should fully detail the access that is required to reach surface water management components for maintenance purposes. It should include a plan for safe and



## Development Control Committee Schedule

sustainable removal and disposal of waste periodically arising from the drainage system, detailing the materials to be use and standard of work required. Maintenance schedule for all the surface water drainage and SuDs elements should be submitted to the Local Planning Authority and should be according to the manufacturer's recommendations. The approved SuDS maintenance plan shall be implemented in full accordance with the agreed terms and conditions.

**Reason:**

To ensure the continued operation and maintenance of drainage features serving the site and avoid flooding in accordance with Stroud District Local Plan Policy ES4.

29. Other than urgent works specified in the S106 agreement associated with this development no works shall commence on site until a hydraulic assessment of the upper catchment and detailed design has been submitted to and approved by the Local Planning Authority.

The layout of the development site and the drainage system should be designed so that natural low-lying areas and overland conveyance pathways are used to manage surface water runoff, where appropriate, where they do not pose an unacceptable risk to the new development of downstream areas elsewhere. Where runoff from off-site sources is drained together with the site run-off, the contributing catching should be modelled as part of the drainage system in order to take full account of additional flows.

**Reason:**

The topography suggests that there are overland flows coming on the site, and the applicant needs to provide hydraulic assessment of the runoff anticipated from the adjacent field. It is important to maintain a clear path for surface water coming from the upper catchment in accordance with Stroud District Local Plan Policy ES4. It is important that these details are agreed prior to the commencement of development as any works on site could have implications for drainage, flood risk and water quality in the locality.

30. Other than urgent works specified in the S106 agreement associated with this development no works shall commence on site until an exceedance flow routing plan for flows about the 1 in 100+40% climate change event has been submitted to and approved by the Local Planning Authority. The proposed scheme shall identify exceedance flow routes through the development based on proposed topography with flows being directed to highways and areas of public open space. Flow routes through





## Development Control Committee Schedule

gardens and other areas in private ownership will not be permitted. The scheme shall adequately be completed in accordance with the approved details before the development is first brought in to use or occupied.

Reason:

To ensure satisfactory drainage of the site and avoid flooding in accordance with Stroud Local Plan Policy ES4. It is important that these details are agreed prior to the commencement of development as any works on site could have implications for drainage, flood risk and water quality in the locality.

31. Each phase of the development, as agreed by Condition 3, shall not be occupied until details of secure and covered cycle storage facilities for a minimum of 1 bicycle per dwelling has been provided in accordance with details to be submitted to and approved by the Local Planning Authority.

Reason:

To ensure that adequate cycle parking is provided, to promote cycle use and to ensure that the opportunities for sustainable transport modes have been taken up in accordance with the Stroud District Local Plan Policies CP5, CP8, CP13 and CP14.

32. Each phase of the development, as agreed by Condition 3, shall not be occupied until the vehicular parking and turning facilities have been provided in accordance with the approved plan and those facilities shall be maintained available for those purposes thereafter.

Reason:

To ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with Stroud District Local Plan Policies CP8, CP13 and CP14.

33. Notwithstanding the submitted details shown on drawing 162529\_PHL\_01 Rev B, a scheme shall be submitted to and approved by the Local Planning Authority to include the following;
- i. A protected pedestrian route,
  - ii. Inter-visible passing bays,
  - iii. Signing and Road Marking strategy,
  - iv. Gateway features.

Those details once approved shall be completed in all respects prior to occupation.



## Development Control Committee Schedule

This condition will involve works occurring upon the publicly maintainable highway, therefore it should be supported by a Stage F/1 Road Safety Audit undertaken in accordance with HD19/15 and the local GCC Road Safety Audit Guide for Developers. The audit shall be supported by a risk matrix table, Road Safety Audit Response Report and Exceptions Report where applicable.

**Reason:**

To ensure that the development is designed to give priority to pedestrian and cycle movements in accordance with Stroud District Local Plan Policies CP8, CP13 and CP14.

34. The development shall not be occupied until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved by the Local Planning Authority. The streets shall thereafter be maintained in accordance with the approved management and maintenance details until such time as either a dedication agreement has been entered into or a private management and maintenance company has been established.

**Reason:**

To ensure that safe, suitable and secure access is achieved and maintained for all people that minimises the conflict between traffic and cyclists and pedestrians and to establish and maintain a strong sense of place to create attractive and comfortable places to live, work and visit in accordance with Stroud District Local Plan Policy CP13 and revised National Planning Policy Framework Section 9.

35. The development shall not be occupied until the carriageway(s) including surface water drainage/disposal, vehicular turning head(s) and street lighting providing access from the nearest public highway to that dwelling have been completed to at least binder course level and the footway(s) to surface course level.

**Reason:**

To minimise hazards and inconvenience for users of the development by ensuring that there is safe, suitable and secure means of access for all people that minimises conflict between traffic, cyclists and pedestrians in accordance with Stroud District Local Plan Policy CP13 and revised National Planning Policy Framework Section 9.

36. The development shall not be occupied until a Travel Plan has been submitted to and approved by the Local Planning Authority, setting out;
- i. Objectives and targets for promoting sustainable travel to/from



## Development Control Committee Schedule

- and within the site
- ii. Appointment and funding of a travel plan coordinator
- iii. Details of annual monitoring and review process
- iv. Means of funding of the travel plan

The approved Travel Plan shall be implemented in accordance with the details and a timetable therein, and shall be continued thereafter, unless otherwise agreed in writing by the Local Planning Authority.

Reason:

To ensure that the opportunities for sustainable transport modes are taken up in accordance with Stroud District Local Plan Policies CP5, CP8, CP13 and CP14 and the revised National Planning Policy Framework Section 9.

37. No dwellings shall be occupied in connection with each phase of development as identified in the plan approved under condition 3 until details of a scheme of electric vehicle charging points and their maintenance schedule has been submitted to and approved by the Local Planning Authority. The approved electric charging points for that phase shall then be provided in accordance with the approved plan and made available prior to the first occupation of the dwellings within that phase and retained in perpetuity unless otherwise approved by the Local Planning Authority.

Reason:

To ensure that the development incorporates facilities for charging plug-in and other ultra-low emission vehicles and to ensure that the opportunities for sustainable transport modes have been taken up in accordance with Paragraph 108 and 110 of the revised National Planning Policy Framework and Stroud District Local Plan Policy CP14.

38. Each phase of the development, as agreed by condition 3, shall not be occupied until a scheme has been submitted to and approved by the Local Planning Authority for the provision of fire hydrants (served by mains water) and no dwelling shall be occupied until the hydrant serving that property has been provided to the satisfaction of the Local Planning Authority.

Reason:

To ensure adequate water infrastructure is made on site for the local fire service to tackle any property fire.



## Development Control Committee Schedule

39. Each phase of the development, as agreed by Condition 3, shall not be occupied until the proposed bin storage facilities have been erected in accordance with details to be submitted to and approved by the Local Planning Authority. Those facilities shall be maintained and available for those purposes thereafter.

Reason:

To ensure the adequate provision for the storage of waste and in the interests of visual amenity in accordance with Stroud District Plan Policies CP5, CP14, ES7 and ES10.

40. Prior to the installation of the proposed LPG tanks in the relevant phase of development as agreed by condition 3, full details of their precise location and appearance must be submitted to and approved by the Local Planning Authority.

Reason:

In the interest of visual amenity in accordance with Stroud District Local Plan Policies CP14, ES7 and ES10.

41. Prior to the installation of the proposed electricity substation in the relevant phase of development as agreed by condition 3 full details of the precise location and appearance must be submitted to and approved by the Local Planning Authority.

Reason:

In the interest of visual amenity in accordance with Stroud District Local Plan Policies CP14, ES7 and ES10.

Informatives:

1. This application is subject to a legal agreement and the applicant's attention is drawn to the requirements and obligations contained here in and the need to ensure compliance as the development progresses.
2. The applicant should take all relevant precautions to minimise the potential for disturbance to neighbouring residents in terms of noise, dust, smoke/fumes and odour during the construction phases of development. This should include not working outside regular day time hours, the use of water suppression for any stone or brick cutting, not burning materials on site and advising neighbours in advance of any particularly noisy works. It should also be noted that the burning of materials that gives rise to dark smoke or the burning of trade waste associated with the development are immediate offences, actionable by the Local Authority and Environment Agency respectively. Furthermore, the



## Development Control Committee Schedule

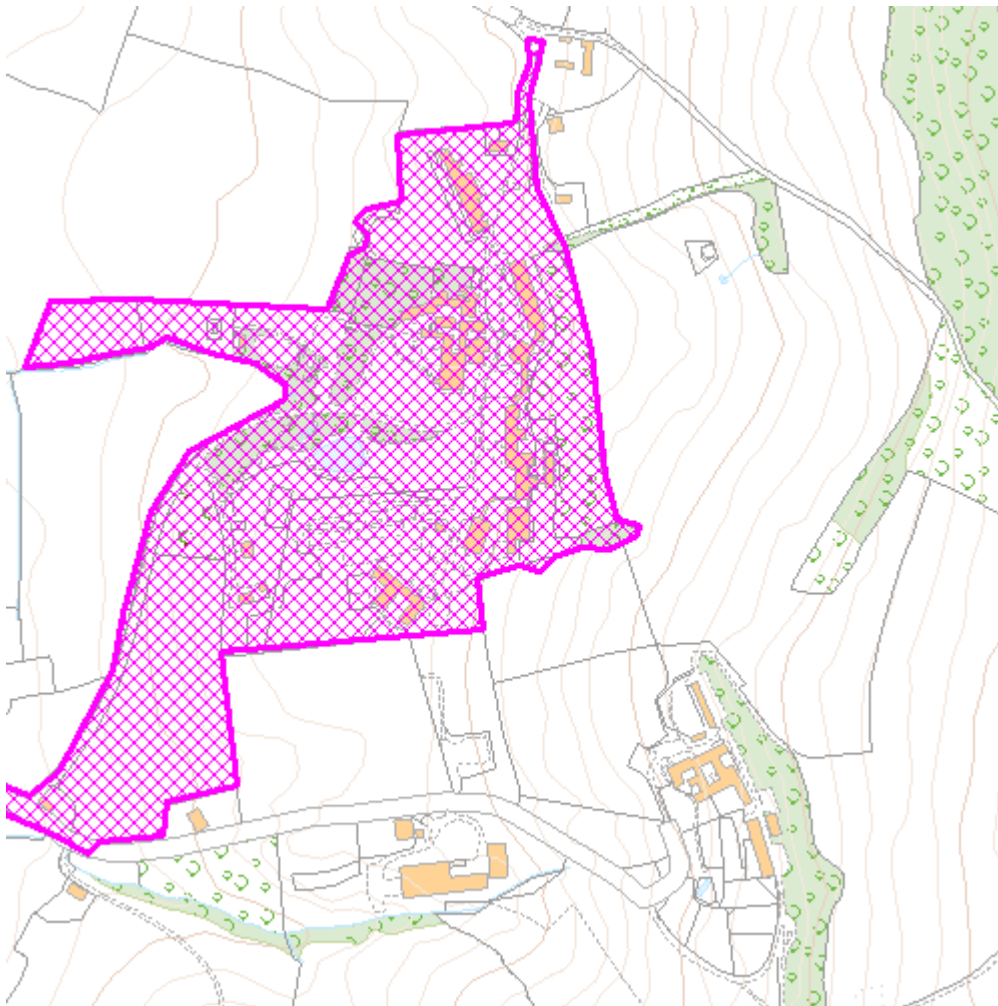
granting of this planning permission does not indemnify against statutory nuisance action being taken should substantiated smoke, fume, noise or dust complaints be received. For further information please contact Mr Dave Jackson, Environmental Protection Manager on 01453 754489.

3. The proposed development will involve works to be carried out on the public highway and the applicant/developer may be required to enter into a legally binding Highway Works Agreement (including an appropriate bond) with the County Council before commencing those works.
4. The before and after condition survey required by condition as part of the Construction Method Statement will ensure the 'recovery of expenses due to extraordinary traffic' under section 59 of the Highways Act 1980. This provides for the Highway Authority to recover the cost of excess expenses incurred in repairing roads damaged as a direct result of the construction phase and associated construction traffic.
5. There is a public right of way running through the site, the applicant will be required to contact the PROW team to arrange for an official diversion, if the applicant cannot guarantee the safety of the path users during the construction phase then they must apply to the PROW on 08000-514514 or [gcchighway@amey.co.uk](mailto:gcchighway@amey.co.uk) department to arrange a temporary closure of the right of way for the duration of any works.
6. The proposed development will affect protected trees and important landscape features. Prior to any work starting on site the applicant/developer is requested to contact the Senior Arboriculture Officer at Stroud District Council on 01453 754329 to arrange a pre-start meeting on site.
7. The responsibility for the safe development and secure occupancy of the site rests with the developer. The developer attention is drawn to the possibility that the building(s) onsite may contain radioactive Uranium ceramic tiles which may require specialist input for their removal and disposal.
8. To ensure the favourable conservation status of protected species and to enhance the biodiversity of the area in the long-term, it would be beneficial in providing a joined-up and informed approach for the applicant to share with the Local Planning Authority details of the bat licence issued by Natural England.



## Development Control Committee Schedule

<b>Item No:</b>	<b>02</b>
<b>Application No.</b>	S.17/2730/LBC
<b>Site No.</b>	PP-06568145
<b>Site Address</b>	Former Standish Hospital And Former Westridge Hospital, Standish, Stonehouse, Gloucestershire
<b>Town/Parish</b>	Standish Parish Council
<b>Grid Reference</b>	381697,206767
<b>Application Type</b>	Listed Building Application
<b>Proposal</b>	Conversion and refurbishment of the former Standish Hospital complex. (381697 - 206767)
<b>Recommendation</b>	Consent
<b>Call in Request</b>	Planning Manager





## Development Control Committee Schedule

<b>Applicant's Details</b>	Mr Richard Wilshaw Beacon Road, Trafford Park, Manchester, M17 1AF
<b>Agent's Details</b>	None
<b>Case Officer</b>	Kate Russell
<b>Application Validated</b>	01.12.2017
	<b>CONSULTEES</b>
<b>Comments Received</b>	
<b>Constraints</b>	Area of Outstanding Natural Beauty Listed Building Within 50m of Listed Building Neighbourhood Plan Standish Parish Council Stonehouse Town Council Affecting a Public Right of Way SAC SPA 7700m buffer Single Tree Preservation Order Points TPO Areas (Woodland/ Groups) Village Design Statement
	<b>OFFICER'S REPORT</b>

### DESCRIPTION OF BUILDING

Standish House (Building A) was built in 1830 by Lord Sherborne, and is Listed at Grade II. The main part of the building is a fairly basic but elegant Regency building with service wings to the north. These northern wings seem to correspond with the footprint of a former house on the site.

The house was altered and extended significantly in the 1860s by its then tenant Richard Potter and his wife Lawrencina. The new accommodation comprised such elements as a billiards room and further room for guests, all indicators of the lifestyle of an affluent and sociable family.

These alterations were documented by Richard and Lawrencina Potter's daughter Beatrice. As Beatrice Webb, she was instrumental in the founding of the Fabian Society, and is a figure of national importance in the history of British socialism and in the study of Economics. Her writings about her upbringing at Standish House and its role in the formulation of her ideals give Standish associative interest as well as architectural interest.

The house became a Red Cross hospital for returning wounded soldiers during WWI, a fact that is marked by a plaque in the entrance hall. In 1920 the whole estate was sold and it entered its next incarnation as a Tuberculosis hospital. This phase of its history saw waves of new buildings, many of the early ones, now lost, having been made of timber.



## Development Control Committee Schedule

The house was transferred to the NHS after 1948, and many internal alterations were made as a result. Fortunately, the majority of these were done with a light touch, and many of the building's country house features remain.

The 1830s stables (Building B) to the north of the house are covered by a separate Grade II listing. They are much more architecturally resolved than the main house, being of a purer Neo-classical form. A large redbrick block was tacked on during the TB hospital years; this was later used to house nurses.

The Lodge (Building H) would appear to have been built by Potter in 1865-6, when the current drive was created. It is a pleasant building with a fine classical doorway to the drive. Having been built to serve the purposes of the main listed building is considered to be curtilage listed.

To the north of the site is a pair of 1930s redbrick staff cottages. These have some charm, and are of evidential value, but not of great significance. The Westridge site includes the Sisters' House, built in 1938. This has some Art Deco influence in its windows, but otherwise is very utilitarian.

Of the surviving T.B hospital related buildings the ones of the highest architectural value are the Men's Block (Building G) and the Women's Block (Building C) dating from 1938 and 1947 respectively.

Having been built to serve the purposes of the hospital prior to 1948 they are deemed to be curtilage listed.

The Men's Block is an unusual fusion of Neo-Geo and Art Deco architectural styles, with striking curved corners. The Women's Block is pure Art Moderne with the classic sleek appearance of such buildings. Both buildings were designed for the prevailing belief that light and fresh air were of great benefit to tuberculosis sufferers.

The significance of the Standish Hospital site is greater than the sum of its parts. It is significant at many levels, aesthetic, evidential and historic. It represents the evolution of both a country house estate in the 19th century and the transformation of health care through out all the decades of the 20th century. Its communal value is clearly demonstrated through the fond memories of the site that many have expressed.

### **PROPOSAL**

Conversion and refurbishment of the former Standish Hospital complex.

As well as general upgrading, works include the reconfiguration of partitioning in all the buildings, the removal of staircases in the ward blocks, alterations to the roof of the main house, extensions to the lodge building, the subdivision of the stables and the demolition of some of the less significant pre-1948 buildings.





## Development Control Committee Schedule

### REPRESENTATIONS

#### Statutory Consultees

Standish Parish Council has not responded to the listed building consent application, but states in their planning response that:

Standish Parish Council supports in principle the development of the former Standish Hospital site, and welcomes aspects such as the public access integral to the scheme, the repair of the listed buildings and the retention and proposed improvement of the parkland.

They object to the scheme as a whole on the grounds of various issues that are not considerations in the determination of the listed building consent application.

In summary, Historic England says,

The principal house and stable block are designated separately as grade II. Great weight should be given to their conservation.

The complex of later buildings contribute to the evidential, historic and communal heritage values of the hospital site and contribute in most part to its group value and overall significance....

...we recognise their individual architectural quality and contribution to the overall building group and significance. We are also very pleased that some key 20th century buildings are to be retained.

The areas proposed for demolition, as identified in the submitted Architect's Conservation Statement include predominantly 20th century additions. We do not consider that these contribute positively to the evolution of the building or its architecture, and their removal could benefit and enhance its significance. More substantial demolitions are proposed for structures that you may consider as curtilage, and therefore we task you in considering these proposed demolitions on their individual merits.

Regarding the principal Grade II house, we acknowledge that its condition is very poor and that water ingress has resulted in significant damage to finishes, ceilings and probably structural elements. There were areas of the building that were not accessible and we therefore assume that these are in a similar state of disrepair. We have already conceded at the time of the previous application that the institutional nature of the former use has resulted in significant internal and external alterations, and that the removal of modern fabric and partitioning would provide an opportunity to better reveal the significance of the heritage assets. However, it would appear that elements of the historic fabric are probably beyond economic repair and will need substantial restoration.

We are pleased that principal internal elements such as the three staircases are to be retained (with some possible adaption to comply with Building Regulations).

We understand that all floor and wall structures will be inspected once full access can be gained and the extent of wet and dry rot established.

We advocate the conservation repair of all historic fabric following conservation principals. No demolition of internal walls, floors and roof should be supported without clear and convincing



## Development Control Committee Schedule

justification. A room by room schedule for all works should be prepared and either submitted as an application document or carefully conditioned in the event of an approval.

### Public

Objections relate to the larger scheme, with particular reference to the new-build elements, ecology and highways issues. These are not considerations in the determination of the listed building consent application.

### **PLANNING CONSIDERATIONS**

For the purposes of Regulation 2 of the Planning (Listed Buildings and Conservation Areas) (England) (Amendment) Regulations 2003, the reasons for the Council's decision is summarised below. In considering the Application, the Council has given special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest that it possesses. Where relevant, reference is made to Government policy set out in the National Planning Policy Framework.

### **PLANNING POLICY AND GUIDANCE**

#### **Planning (Listed Buildings and Conservation Areas) Act 1990**

Section 16(2).

#### **National Planning Policy Framework**

Paragraphs 189-202

#### **Historic England Advice Note 2 - Making Changes to Heritage Assets**

#### **Stroud District Council Local Plan, Adopted 2015**

Policy ES10. Valuing our historic environment and assets.

### **DESIGN/APPEARANCE/IMPACT ON THE BUILDING**

#### **BUILDING A- The Main House**

The main house is in very poor condition, largely because of unchecked water ingress. The hospital use has degraded the building over the years with the insertion of new partitioning, some inappropriate window replacement and the addition of extensions.

The proposed demolition of the accumulation of later hospital buildings is justifiable given their poor condition. Even though their removal would represent the loss of a significant part of the story of the complex's evolution, the demolition would serve to better reveal the architectural significance of the main house.

Internally, many of the hospital related interventions are to be reversed, which is welcome. In spite of the 20th century alterations and some theft, much of the original house remains. It is inevitable that some compromises are required, however, for the most part, the proposed scheme respects both the historic plan form and the intention is to preserve as much of the original fabric as possible, including plasterwork and joinery.

At this stage, the condition of the building is such that it is impossible to ascertain the full extent of any necessary repairs or replacement works. Conditions will be placed requiring a



## Development Control Committee Schedule

full schedule of works and a retention strategy for all the fixtures and fittings; this would include the rare survival of a 19th century WC, no doubt installed by Richard Potter, the fate of which requires further negotiation.

It is very important that the social hierarchy of the house stays clearly evident and this needs to be a key consideration. However, some compromise may be needed. For example, the proposals to cover up the decorative plasterwork in the principle rooms in order to conform to Building Regulations requirements would be deeply unfortunate, but technically the works would be reversible, therefore could be deemed to be reluctantly acceptable.

The application proposes the wholesale replacement windows with double glazed substitutes. Whilst the majority of the windows are in poor condition, there is still a good deal of original glazing extant. In this case, the presumption would be repair and retention with secondary glazing.

This does not rule out the possibility that there might be parts of the building where a bespoke double-glazed solution may be appropriate, but the justification for the deviation would have to be exceptional in order not to detract from the design intent, character, significance and value of the heritage asset.

Until a comprehensive condition survey of the windows is carried out, it is not possible to establish their significance, or the appropriate treatment, therefore a notwithstanding condition will be placed, with joinery details required at a later date.

The alterations to the roofs of the main house could be deemed to be one of the most contentious elements of the scheme. However, in reality, the proposed balconies would be relatively discrete. The proposed dormers would be a modern interpretation of the original flat-roof dormers. Although the works would result in a loss of historic fabric, they would add value to the conversion with little impact on the special interest of the listed building.

Other works include the alterations of some of the openings to the rear of the service wing in order to create access. The west elevation of the wing is somewhat architecturally unresolved, presumably as a result of Richard Potter's having added a storey to an already existing structure. Arguably, the proposed alterations would provide it with some cohesion; no harm would be done to the special interest of the listed building.

Overall, subject to careful detailing to be agreed, the proposals for the main house would not harm the special interest of the listed building, and certain aspects of the scheme will better reveal its significance.

### Building B The Stable Block

This building has seen a significant deterioration over the last few years, most notably the collapse of the roof. Homes England has put a roof over scaffold up, and it would appear that the walls are sound.

There are no significant internal features related to its past use left in the building, therefore the proposed subdivision would not entail any particular harm.



## Development Control Committee Schedule

Following Officer concerns, the original extensions to the rear of the block, probably once grooms' accommodation, are being retained. The proposed reconfiguration and extensions would alter the appearance of the building, but on fine balance could now be considered acceptable.

In order to prevent the building from becoming over domesticated in appearance, the treatment of the windows and doors needs further discussion, with particular regard to the potential retention of the coach house doors and the detailing of the altered flanking wings. Attached to the stables is the 1920s red brick nurses' block. The loss of this building is regrettable in the context of the hospital site's history, but the benefits of the scheme could be deemed to outweigh the harm.

It was mooted by the applicants that the stables may need wholesale rebuilding as a result of the demolitions; no evidence has been supplied to justify this opinion. Officers have seen buildings in worse condition rescued intact, therefore any work beyond the proposed conversion and extension would be unacceptable. Bearing in mind that the whole point of an enabling development scheme is to avoid the loss of listed buildings, if there is well-informed doubt that the retention of this listed building cannot be achieved, the application should be refused.

### The Gatehouse Building L

Architecturally, the gatehouse is one of the best buildings in the complex with a particularly fine doorcase and good heavy quoins.

Once again, it has been impossible to gain access to the building, and it may well be that unforeseen issues with regard to the internal works may yet transpire.

On paper, the proposed alterations to the plan form of the main part of the gatehouse look to be acceptable, but again, conditions will be placed to ensure that finer matters can be discussed at a later date.

The loss of the 1930's single storey service extension would be regrettable, but although telling something of the gatehouse's social history, it is not of any particular merit; the benefits of bringing the building back into good condition could be deemed to outweigh the harm. The proposed extension is large, but being entirely different in design and materials, it will be read as an unequivocally modern addition that will not diminish or challenge the special historic interest of the curtilage listed building, nor will it erode the standalone quality of the gatehouse within its wider setting.

### The Men's Ward Block Building C

The proposals for this building would be of great benefit to the external appearance of its key west-facing elevation. The architectural interest of the building would be greatly enhanced through the installation of more appropriate windows.

The demolitions to the rear are largely acceptable, as are the replacement extensions, subject to detailing; however, the loss of the Egyptian-esque porch with integral light would be disappointing. Internally, the loss of the central staircase and the uranium tiles would also



## Development Control Committee Schedule

be regrettable, nevertheless, the retention of the building could be deemed to outweigh the harm.

The plan form of the building would be compromised by the alterations, however, not to its unacceptable detriment. The rhythm of the layout of the hospital rooms would remain legible; therefore the building's original architectural intent would not be lost.

It is worth noting that the interior retains much of its Art Deco joinery, in particular the doors with original door furniture. No information has been supplied as to the proposed internal joinery treatment, but the retention condition will allow discussion over the possibility of the reuse of the doors.

### The Women's Block Building G

This is the most architecturally striking building in the group, being a derivation of the Art Moderne Style. Its construction date is very late for its style precluding its individual listing, but it is clearly a delayed interwar building of great merit.

The loss of the extensions to the rear would be largely non-contentious, though the removal of the two flanking staircases would be regrettable.

The retention of the main staircase is very welcome, as is the intended return of closer replications of the original glazing.

The plan form of the building would be compromised, but not to its unacceptable detriment. The benefits of saving the district's best example of early-mid 20th century architecture would outweigh the harm.

### Other pre-1948 buildings

The 1930s' staff cottages to be demolished have a certain Arts and Crafts charm, however, they are not of such significance as to warrant their retention; similarly the Sisters' House on the Westridge site has some architectural good points, but is otherwise unremarkable. Its loss would not erode the significance of the listed group.

## REVIEW OF CONSULTATION RESPONSES

Noted and addressed in the report.

## RECOMMENDATION

Subject to stringent requirements for further details, this application is recommended for Consent.

## HUMAN RIGHTS

In compiling this recommendation we have given full consideration to all aspects of the Human Rights Act 1998 in relation to the applicant and/or the occupiers of any neighbouring or affected properties. In particular regard has been had to Article 8 of the ECHR (Right to Respect for private and family life) and the requirement to ensure that any interference with the right in this Article is both permissible and proportionate. On analysing the issues raised



## Development Control Committee Schedule

by the application no particular matters, other than those referred to in this report, warranted any different action to that recommended.

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

Reason:

To comply with Section 18 of the Planning (Listed Buildings and Conservation Area) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in all respects in strict accordance with the approved plans listed below:

Demolition Plan of 01/12/2017  
Plan number = 120-00-1004-A

Demolition Plan of 01/12/2017  
Plan number = 120-00-1005-A

Proposed floor plan of 01/12/2017  
Plan number = 120-01-1003 - A

Proposed plans of 01/12/2017  
Plan number = 120-01-1004 - A

Proposed Elevations of 01/12/2017  
Plan number = 120-01-1103-A

Proposed Elevations of 01/12/2017  
Plan number = 120-01-1104-A

Proposed floor plan of 01/12/2017  
Plan number = 120-02 -1002 - B

Proposed floor plan of 01/12/2017  
Plan number = 120-02 -1002 - B

Proposed Elevations of 01/12/2017  
Plan number = 120-02 -1102 - B

Site Plan Proposed of 01/12/2017  
Plan number = NW2940/010

Proposed floor plan of 01/12/2017  
Plan number = NW2940/011



## Development Control Committee Schedule

Proposed floor plan of 01/12/2017  
Plan number = NW2940/012

Roof plan of 01/12/2017  
Plan number = NW2940/013

Proposed Elevations of 01/12/2017  
Plan number = NW2940/015

Proposed Elevations of 01/12/2017  
Plan number = NW2940/016

Proposed Elevations of 01/12/2017  
Plan number = NW2940/017

Proposed Elevations of 01/12/2017  
Plan number = NW2940/018

Section of 01/12/2017  
Plan number = NW2940/020

Section of 01/12/2017  
Plan number = NW2940/021

Proposed floor plan of 12/02/2018  
Plan number = 120 05 1002 D

Roof plan of 12/02/2018  
Plan number = 120 05 1003 B

Proposed Elevations of 12/02/2018  
Plan number = 120 05 1102 D

Reason:

To ensure that the development is carried out in accordance with the approved plans and in the interests of good planning.

3. Before relevant work begins to each building, a schedule of works showing the retention/repair/re-use of chimney-pieces; internal joinery, windows containing historic window glass; stair balusters and handrails; the 19th century W.C in Building A, and all vulnerable surfaces and finishes shall be submitted to and approved in writing by the Local Planning Authority. The agreed measures shall be carried out in strict accordance with the approved details. No such features shall be disturbed or removed temporarily or permanently without the prior approval in writing of



## Development Control Committee Schedule

the Local Planning Authority.

Reason:

To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the buildings under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. Before the relevant work on each building begins, details shall be submitted to and approved in writing by the Local Planning Authority to ensure that precautions are taken to secure and protect the retained features during the building work. The agreed measures shall be carried out in full for the duration of the work.

Reason:

To ensure that special regard is paid to specific architectural features or fixtures and to ensure the fabric is protected from damage during the course of works.

5. During the works, if hidden historic features are revealed they should be retained in-situ. Works shall be halted in the relevant area of the building and the Local Planning Authority should be notified immediately and work should not recommence without the agreement of the Local Planning Authority. Failure to do so may result in unauthorised works being carried out and an offence being committed.

Reason:

To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the buildings under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

6. Before the commencement of the relevant works to each building, details shall be submitted and approved with the Local Planning Authority setting out the method of ensuring the safety and stability of the building fabric throughout the phases of demolition and reconstruction. Such details are to include structural engineering drawings and/or a method statement. The work shall be carried out fully in accordance with the method statement approved.

Reason:

To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the buildings under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990





## Development Control Committee Schedule

7. All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing original work adjacent in respect of methods, detailed execution and finished appearance unless otherwise approved in writing by the Local Planning Authority.

**Reason:**

To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the buildings under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

8. Notwithstanding the submitted information, before the relevant work begins to each building, drawings fully detailing the new or replacement windows, shall be approved in writing by the Local Planning Authority and installed completely in accordance with the approval. These should show materials, cross sections for glazing bars, sills, heads and so forth including the method of opening and method of glazing.

**Reason:**

To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the buildings under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

9. Before the relevant work begins, drawings to an appropriate scale showing full details of new or replacement internal joinery shall be approved in writing by the Local Planning Authority and installed completely in accordance with the approval.

**Reason:**

To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

**Informatives:**

1. This Listed Building Consent relates solely to the plans, drawings, notes and written details submitted with the application, or as subsequently amended in writing and referred to on this decision notice. Any variation of the works or additional works found to be necessary before work starts or while work is in progress [or required separately under the Building Regulations, by the County Fire Service or by environmental health legislation] may only be carried out subject to approval by the Local Planning Authority.



## **Development Control Committee Schedule**

Unauthorised modifications, alterations, or works not covered by this consent may render the applicant, owner(s), agent and/or contractors liable to enforcement action and/or prosecution.