

MEETING:	PLANNING COMMITTEE
DATE:	23 APRIL 2014
TITLE OF REPORT:	<p>P133440/F and P133445/L - CONVERSION OF EXISTING BUILDING AND ASSOCIATED WORKS TO CREATE 14 NET NEW CLOSE CARE UNITS OF ACCOMMODATION FOR THE ELDERLY; CONSTRUCTION OF A NEW BUILD 70 BEDROOM NURSING HOME; LANDSCAPING; AMENDMENTS TO ACCESS AND CAR PARKING; AND ALL OTHER ANCILLARY WORKS AT STAUNTON-ON-WYE ENDOWED PRIMARY SCHOOL, STAUNTON-ON-WYE, HEREFORD, HR4 7LT</p> <p>For: Mr Kingham per Blake Laphorn, Secourt Tower, West Way, Oxford, OX2 9HN</p>
WEBSITE LINK:	https://www.herefordshire.gov.uk/planningapplicationsearch/details/?id=133440

Date Received: 13 December 2013 Ward: Castle

Grid Ref: 336490,245009

Expiry Date: 25 April 2014

Local Member: Councillor JW Hope MBE

1. Site Description and Proposal

1.1 The application is located in Staunton on Wye, a designated main village identified under local plan policy H4 as a sustainable, appropriate location for new development. The site comprises the buildings and associated curtilage and land totalling approximately 1.3 hectares forming the former Staunton on Wye Endowed Primary School, which is a Grade II listed building built in the Tudor Gothic Revival style in 1859-60. The site is within a conservation area, however this is limited to the grounds associated with the school and adjoining almshouses only which are also listed and were designed by the same architect as the school. The buildings that are the subject of this application have been redundant from some time and are showing external signs of disrepair, vandalism and neglect. The curtilage is also untidy and litter strewn.

1.2 The site is accessed from three separate points:-

- an historic access to the South of the site serving directly from the A438 which also serves the almshouses and takes one through the formal grounds to the principle elevation
- a new access to the West of the site built to more recent standards to serve the school's historic use formed off School Lane which is an unclassified road linking the village to the A44
- a single track access into the North of the site and rear of the building formed from Weavers Orchard, a cul-de-sac accessed from School Lane serving 12 dwellings, small recreation space and orchard.

- 1.3 The proposal is an application for planning permission and listed building consent for the conversion of the existing building and associated works to create 15 new close care units of accommodation for the elderly, construction of a new build 70 bedroom nursing home, landscaping, amendments to access and parking and other required ancillary works.
- 1.4 An Environmental Impact Assessment (EIA) was carried out under request from the applicant prior to the submission of this application. The Adopted Screening Opinion and Screening Determination was issued by the Local Planning Authority on 26 November 2013 finding the proposal not EIA development under Schedule 2 Part 10 of the EIA Regulations 2011 and DETR Circular 02/99.

2. Policies

2.1 Herefordshire Unitary Development Plan:

S1	-	Sustainable Development
S2	-	Development Requirements
S6	-	Transport
S7	-	Natural and Historic Heritage
S11	-	Community Facilities and Services
DR1	-	Design
DR2	-	Land Use and Activity
DR3	-	Movement
DR4	-	Environment
DR5	-	Planning Obligations
DR7	-	Flood Risk
DR13	-	Noise
DR14	-	Lighting
H4	-	Main Villages: Settlement Boundaries
H13	-	Sustainable Residential Design
T6	-	Walking
T8	-	Road Hierarchy
T11	-	Parking Provision
T13	-	Traffic Management Schemes
T16	-	Access for All
LA3	-	Setting of Settlements
LA5	-	Protection of Trees, Woodlands and Hedgerows
LA6	-	Landscaping Schemes
NC1	-	Biodiversity and Development
NC4	-	Sites of Local Importance
NC5	-	European and Nationally Protected Species
NC6	-	Biodiversity Action Plan Priority Habitats and Species
NC7	-	Compensation for Loss of Biodiversity
NC8	-	Habitat Creation, Restoration and Enhancement
NC9	-	Management of Features of the Landscape Important for Fauna and Flora
HBA1	-	Alterations and Extensions to Listed Buildings
HBA2	-	Demolition of Listed Buildings
HBA3	-	Change of Use of Listed Buildings
HBA4	-	Setting of Listed Buildings
HBA6	-	New Development Within Conservation Areas
HBA9	-	Protection of Open Areas and Green Spaces
CF1	-	Utility Services and Infrastructure
CF2	-	Foul Drainage
CF5	-	New Community Facilities
CF6	-	Retention of Community Facilities
CF7	-	Residential Nursing and Care Homes

2.2 National Planning Policy Framework: The following paragraphs or chapters as a whole are of particular and specific relevance to the application:

Paragraph 6-10 – Achieving Sustainable Development
Paragraph 17 – Core Planning Principles
Paragraph 28 – Supporting a Prosperous Rural Economy

Chapter 4 – Promoting Sustainable Transport
Chapter 7 – Requiring Good Design
Chapter 8 – Promoting Healthy Communities
Chapter 10 – Meeting the Challenge of Climate Change and Flooding
Chapter 11 – Conserving and Enhancing the Natural Environment
Chapter 12 – Conserving and Enhancing the Historic Environment

2.3 Draft Core Strategy: The following policies are relevant; however, they have limited weight due to the status of the Core Strategy and representations received.

SS1 - Presumption in Favour of Sustainable Development
SS4 - Movement and Transportation
SS5 - Employment Provision
RA3 - Herefordshire Countryside
RA5 - Re-use of Rural Buildings
RA6 - Rural Economy
MT1 - Traffic Management, Highway Safety and Promoting Active Travel
LD1 - Landscape and Townscape
LD2 - Biodiversity and Geodiversity
LD3 - Green Infrastructure
LD4 - Historic Environment and Heritage Assets
SD1 - Sustainable Design and Energy Efficiency
SD2 - Renewable and Low Carbon Energy
SD3 - Sustainable Water Management and Water Resources

2.4 The Unitary Development Plan policies together with any relevant supplementary planning documentation can be viewed on the Council's website by using the following link:-

<http://www.herefordshire.gov.uk/housing/planning/29815.aspp>

3. Planning History

3.1 113581/F and 113582/L – Proposed conversion of redundant school to eight houses and erection of ten houses – Withdrawn.

4. Consultation Summary

Statutory Consultees

4.1 English Heritage has no objection and makes the following points:-

- Conditions should be imposed requiring prior approval of all architectural and landscape details of both the conversion works and the new building, and approval of the scope of the works to the existing building.
- There is concern that this impressive historic building is now in a very vulnerable condition, and should not go through a further winter without works to its roof and rainwater goods. The Local Planning Authority is requested to keep this under review, and use its relevant urgent works powers as appropriate.

4.2 The Victorian Society object to the application on the following summarised points:-

- It is considered there is a lack of information provided. In its present form the application does not provide sufficient information by which to judge the particular significance of the main school building, the drawings submitted are not as illustrative as they might be.
- The vertical and horizontal subdivision of the two schoolrooms would almost certainly cause serious harm to their significance, and to that of the building. The proposed ground plans suggest that the rooms could serve other functions, such as lounge, common room or library, which would more easily accommodate the special significance and spatial qualities of the former school rooms.
- We also remain unconvinced of the need to demolish the two cloistral wings that extend from the rear of the building. These are interesting and characterful elements that were integral to the original design, fabric and function of the building. The case for their demolition has not been made.
- The new care home building would be extremely large and on a much greater scale than the historic building it would sit beside. The drawings provided hint at its magnified proportions and dimensions. The low pitch of the roofs results in a much heavier, lumpen appearance and the flatness of the new design would contrast unhappily with the drama and articulation of the listed building.

4.3 Dwr Cymru Welsh Water has no objection to the proposal, however it requests conditions and informatives are attached to any planning permission. These are set out in the recommendation, below.

Internal Council Advice

4.4 The Council's Transportation Manager has no objection to the proposal. Recommend conditions are attached.

4.5 The Council's Public Rights Of Way Officer has no objection.

4.6 The Council's Conservation Manager (Ecologist) has no objection. Recommend conditions are attached.

4.7 The Council's Conservation Manager (Historic Buildings) has not returned comment however provided significant advice and guidance during the pre application stage. That advice has been followed.

4.8 The Council's Land Drainage Engineer has provided a comprehensive assessment of the application and this is set out in the report, below, and has no objection. Recommend conditions are attached as requested.

4.9 The Council's Adult Wellbeing Manager notes the applicant has not engaged with them to discuss the strategic need for the facilities which are intended to be provided by the proposed development of which it states there is currently no evidence of an undersupply, however as more people live longer with multiple and complex needs, those that do need residential care will be more likely to need nursing provision or specialist dementia support.

4.10 Overall in social care there is a trend towards decreasing service user numbers – but those that do require support have higher needs and require more intensive support. This trend is reflected in residential and nursing care where residential placements are declining but nursing placements are not. More specifically the application should be aware that the

Council will not be looking to commission any placements within the nursing home, other than where individuals choose to use their personal budgets to help fund their residency.

- 4.11 From a strategic perspective the location and accessibility of the proposed development is questioned, being located in a remote rural location, which has little in terms of wider community infrastructure to support the occupants.

5. Representations

- 5.1 Staunton on Wye Parish Council objects to the proposal on the following points:-

- The size of the project is out of proportion to the village size.
- The new part will block off light from existing dwellings in the Weavers Orchard area.
- There is concern about the increased traffic movement in the village in particular the entrance through the Marches Housing lane approach where the playground and the playing field are sited. This lane should not be used as an entrance to the proposed site.
- Concern about the capacity of the sewage system to absorb the greater usage.
- It would be better to use the Old School building as a nursing home but use the remainder of the site as housing for young people.
- The Parish Council recommend that the application be refused.

- 5.2 11 representations have been received from the public. These are classified as 9 objections and 2 mixed comments one of which supports the proposal in principle. The objections contain the following summarised points:-

- The proposal contravenes national and local planning policies applicable to heritage assets.
- The new building is significantly larger than the existing.
- Concern over increased traffic.
- Concern over impact of the parking on adjoining dwellings.
- Impact on local facilities and infrastructure.
- There will be loss of light and amenity to adjoining properties.
- The site should be used for affordable housing.
- Staunton on Wye will become a retirement village.
- The proposal is too big.
- Concern over external lighting.
- Concern over the capacity of the local sewerage system.
- The proposal will have a detrimental impact on the listed building.
- Concern over access from Weavers Orchard.

- 5.3 Additional comments suggest the building should be delisted and the site developed for housing and appropriate provisions for parking, unloading, wheel washing and the existence of a site liaison officer should be in place during the construction.

- 5.4 The consultation responses can be viewed on the Council's website by using the following link:-

<http://news.herefordshire.gov.uk/housing/planning/searchplanningapplications.aspx>

Internet access is available at the Council's Customer Service Centres:-

www.herefordshire.gov.uk/government-citizens-and-rights/complaints-and-compliments/contact-details/?q=contact%20centre&type=suggestedpage

6. Officer's Appraisal

- 6.1 The National Planning Policy Framework (NPPF) sets out in paragraph 6 that the purpose of the planning system is to contribute to the achievement of sustainable development. It sets out

in paragraph 7 that there are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles which can not be taken in isolation and are interdependent:

- an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

6.2 Paragraph 17 of the NPPF sets out 12 core planning principles that should underpin decision making. These are summarised as:-

- be genuinely plan-led
- not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.
- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- take account of the different roles and character of different areas
- support the transition to a low carbon future in a changing climate, and encourage the reuse of existing resources, including conversion of existing buildings
- contribute to conserving and enhancing the natural environment
- encourage the effective use of land by reusing land that has been previously developed
- promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas
- conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;
- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable
- deliver sufficient community and cultural facilities and services to meet local needs.

6.3 This has informed the pre-application advice given, the proposal considered and the assessment of the application. These principles and requirements are considered to be in conformity with the relevant saved policies of the Herefordshire Unitary Development Plan.

Heritage

Policy context:

6.4 The NPPF sets out in paragraph 126 that there should be a positive strategy for the conservation of the historic environment. It is recognised that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance taking into account:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation
 - the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring
 - the desirability of new development making a positive contribution to local character and distinctiveness
 - opportunities to draw on the contribution made by the historic environment to the character of a place.
- 6.5 Paragraphs 131 – 133 of the NPPF set out what and how local planning authorities should consider in determining planning applications featuring heritage assets. This includes:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.
- 6.6 Furthermore, 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. The more important the asset, the greater that weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional.
- 6.7 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 loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
 - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
 - the harm or loss is outweighed by the benefit of bringing the site back into use.
- 6.8 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 securing its optimum viable use.
- 6.9 Local Plan policies HBA1, HBA3, HBA4 and HBA6 are relevant to this application and directs conservation and heritage aims, objectives and criteria.
- 6.10 Policy HBA1 sets out that proposals to alter or extend a listed building will only be permitted where:-
1. The components which make up the special interest of the building, its features and setting are preserved.
 2. All new work is in keeping with the age, style, materials, detailing and character of the building.
 3. Extensions are subservient in scale and design and relate well to the existing building.
 4. The structural limitations of the building are respected and preserved.

6.11 Policy HBA3 sets out the five criteria against which the change of use of a listed building will be assessed. Relevant to this application, change of use is permitted where it can be demonstrated that:

1. The building is structurally capable of accommodating the new use without substantial rebuilding.
2. The proposed use is compatible with the preservation of the existing building, its features, setting and if relevant any adjacent listed buildings
3. It assists the retention and beneficial use of an historic building.

6.12 Policy HBA4 states the proposals which adversely affect the setting of a listed building will not be permitted. Impact is judged in terms of scale, massing, location, detailed design and the effects of its uses and operations.

6.13 Policy HBA6 sets out nine criteria against which new development within conservation areas should be assessed. Relevant to this application, new development within a conservation area is permitted where:-

1. the type and scale of uses proposed should complement those which presently exist and help to preserve and enhance the character and vitality of the area;
2. the proposed development shall respect the scale, massing and height in relation to adjoining buildings, and the general pattern of heights;
3. where the building line, plan form or density are important characteristics, proposals should integrate successfully into this structure;
4. the quality and type of design, details and materials should reflect those contributing to the area's character and appearance;
5. any hard landscape features, including street furniture, surfaces and boundary treatments, should maintain consistency with, and be appropriate to the use of the area;
6. open spaces, topographical features, trees and other landscape features should contribute to the character or appearance of the area and where such features of importance already exist and make a contribution they should be retained;
7. the creation of unnecessary additional access points and the loss of important ancillary features within visually prominent frontages should be avoided;
8. where the setting of and views into and out of the conservation area, including vistas and landmarks, are important to the character and appearance of the area they should be safeguarded; and
9. ancient and historic thoroughfares should be retained.

6.14 Assessment:

The existing listed building has been redundant for a not inconsiderable time. It is in a near perilous state due to this situation, including being exposed to the weather, vandalism and general disrepair and degradation through standing empty without use. English Heritage notes the condition of the building stating concern that 'this impressive historic building is now in a very vulnerable condition, and should not go through a further winter without works to its roof and rainwater goods. We trust that you will keep this under review, and use your relevant urgent works powers as appropriate'.

6.15 Whilst that situation does not give carte blanche to finding any proposal acceptable, the planning history of the site detailed above and constraints of the site, including the building itself, lead to there being very few viable suitable uses for the building. The proposed conversion scheme, supported by the new build 70 bed care home facility in principle allows the acceptable retention of the building and its character through parallel new development generating a functionally and financially viable use.

Conversion of existing listed building

- 6.16 The listed building will form closed care accommodation over three floors providing 15 flats, 1 house and a guest suite along with community areas and facilities and storage. The basement is retained as a mobility store and charging area. The construction method statement submitted recognises the state of the listed building and urgent repairs to it form phase 1 of the building programme.
- 6.17 The bulk of the existing building is retained, only two cloister wings to the North/ rear elevation are to be removed. Internal alterations are sympathetic to the character and features of special interest within the building. All five original staircases are retained, the insertion of new doorways is located away from external walls and windows to avoid them being masked and features such as windows and fireplaces are retained in situ. The original circulation pattern within the building is also retained. Whilst some of the existing larger spaces are to be subdivided, in other instances partition walls are removed. Flats are proposed on the ground and first floors. The first floor units will be set back from the windows to create full head space within the ground floor units. This not only allows the lofty original character of the schoolrooms to be retained, but also avoids alteration to or cutting across the Gothic windows on the South/ principle elevation and prevents a 'split' lighting effect. The first floor units in turn benefit from the pitched roof space.
- 6.18 For full functionality of the proposed use, a lift is required to be installed within the building. This has been located near the centre of the building in a room historically partitioned to make it as accessible as possible and negate the need for more than one lift installation or additional impact on the listed building.
- 6.19 A chair lift and central hand rail is to be installed on the front entrance negating the need for a ramped access whilst retaining the original steps. The top floor of the water tower has a high ceiling with pyramidal roof. This is to be converted to form part of a guest suite. This creates a functional use that people can enjoy over its historic use, housing the water tank.
- 6.20 The conversion also involves necessary repair work including to the roof, renewal of leadwork, rainwater goods and repointing of brickwork, improvement of windows and insulation and thermal properties of the building.
- 6.21 It is considered, subject to the conditions set out below, the proposed conversion secures and safeguards the listed building, retaining its character and features of interest. The conversion and proposed use is sympathetic and appropriate to the listed building. The external elevations remain overall unchanged.

Erection of new build development

- 6.22 The new build comprises 5,069 sq metres of gross internal floor area over 3½ stories including basement. The main visible building is 2½ stories configured in a 'H' in plan. The proposal as a highest ridge height of 14.2 metres, with lower end sections having stepped sections with ridge heights of 13 and 11.9 metres. The North elevation features three double chimney stacks protruding through the roof with an over height from ground level of 17.2 metres.
- 6.23 The original retained listed building comprises 1,840 sq metres of gross internal floor area provided over 3 ½ stories including basement. The main ridge height is 12.5 metres, however towers and ornamental detailing have heights up to 17 and 18 metres from ground level.
- 6.24 The new build is located to the North/rear of the listed building, this reduces its impact on the listed building and its principal South elevation and its setting, making the most acceptable and suitable use of the site having regard to the heritage constraints.

- 6.25 Drawing No. (100)-10 and (100)-11 illustrate how, despite the size of the new building, it remains to a degree subservient to the original heritage asset and its setting in terms of views, in particular from the important principal/South elevation. This is achieved through the topography of the site and design of the building.
- 6.26 The new building, whilst less ornate in detailing, echoes design features from the listed building, however , it avoids a pastiche facsimile and instead has a contemporary interpretation of the original vernacular. The external elevation features a plinth brick course, dentil course, louvered roof vents, chimneys, gable features within elevations, clock detail, stone cills, heads and copings. A red smooth facing brick and dark red clay tile is proposed for the external elevations and roofs except for the detailing described. Materials will be approved and controlled under appropriate condition.
- 6.27 It is unavoidable to state that the new building is larger than the existing listed building, however it is important to note the following:-
- The listed building remains the dominant feature from South approaches.
 - The principal elevation and its setting is preserved and not compromised.
 - The new build is of significant design merit, respectful of its context.
 - In order to retain and repair the listed building the proposal as a whole provides a viable, suitable economic use for it and the site.

On the basis of the above it is considered the proposal is acceptable having regard to the situation, context, proposal quality and relevant local and national planning policies.

Demolition of Single Storey Wings

- 6.28 The wings each measure 20.2 x 3.9 metres in plan and a height to ridge of 4 metres, extending from the North elevation at the rear parallel with each other. They are modest in comparison to the rest of the building and make a similar modest contribution to the overall building and its setting.
- 6.29 The Victorian Society in its comments states it is unconvinced of the need to demolish the two cloistral wings that extend from the rear of the building. These are interesting and characterful elements that were integral to the original design, fabric and function of the building. The case for their demolition has not been made.
- 6.30 Firstly, it is noted English Heritage do not object to this. Secondly, it is considered the loss of these two wings at the overall retention and restoration of the building is an acceptable compromise in the overall interests of the original building. Furthermore, the removal is required in order to secure the required functionality of the new building. Retention of these wings would require the new development to be higher or wider, significantly impacting on the original building and important views of it.

Impact on the Conservation Area

- 6.31 English Heritage on assessing the conservation area previously, noted Staunton-on-Wye Conservation Area is small and homogeneous consisting of the grade II listed School building dated 1859 and a number of buildings of complementary style and date set in an open parkland setting with fine views across the valley of the River Wye to the south. It appears that little substantial development has taken place in the Conservation Area since the mid-nineteenth century.
- 6.32 The restoration, repair and re use of the listed building will enhance both the conservation area, which is itself formed only due to the presence of the school building and associated almshouses, and those other related listed buildings in the conservation area.

- 6.33 The viable functional use proposed on the site will ensure the upkeep and maintenance of the listed school house and its associated land, this will maintain the character and appearance of the conservation area for its own benefit and that of the village and its setting.
- 6.34 The new build does not impact upon the almshouses under third party ownership due to its design and location to the rear of the existing school building. The wider setting of the almshouses will be enhanced through the new landscaping and subsequent maintenance thereof.
- 6.35 Historic accesses into and out of the site are retained and upgraded. However, as set out under the Highways section of this report, restrictions are imposed upon two of these in the interests of highway safety and amenity.

Landscaping

- 6.36 The proposal involves the removal of some trees to enable the new build and access improvements to occur. This will be offset within the proposed landscaping scheme that includes new planting and boundary treatments. As many existing trees are retained as possible. This trade off is considered acceptable having regard to the overall gains achieved through this proposal, including those regarding habitat, species and landscaping.
- 6.37 A courtyard area between the original and new building will be formally planted and feature seating areas and access routes into and over the buildings and grounds. A formal landscaped garden area is introduced to the East of the site adjoining the emergency access and car park. A wildlife area featuring a pond and new planting is proposed to the West. A terraced area is also introduced adjacent to the West of the original building enabling views over the open countryside. All car parking is to be surfaced in grasscrete to minimise its impact.
- 6.38 The proposed landscaping is considered to enhance the setting of the listed building and conservation area, and in turn this part of Staunton on Wye in terms of its wider setting. The landscaping also secures and mitigates ecological considerations and improvements including bat habitat and foraging and a wildflower meadow, whilst creating a desirable, functional living environment for residents, visitors and staff. The precise details, implementation and management of the overall landscaping proposals will be secured through conditions as attached to the recommendation set out below.

Heritage Summary

- 6.39 Having regard to the above and the policy advice contained in the NPPF and Herefordshire UDP, detailed above, the proposal as a whole and its individual elements is considered acceptable having regard to design and heritage aims and objectives. The support of English Heritage is noted, along with their concerns over the future state of this building if it remains in its current state. In line with paragraph 136 of the NPPF, as the proposal involves the loss of part of a heritage asset, reasonable steps are proposed to ensure the new development will proceed within the listed building through condition.

Economic Development and the Rural Economy

- 6.40 The Unitary Development Plan policies E11, E12, RST1, RST13, CF5 and CF6 are in broad conformity with the National Planning Policy Framework, which sets out that planning authorities should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. To promote a strong rural economy, paragraph 28 of the NPPF directs local planning authorities as follows:-

- support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings,
 - promote the development and diversification of agricultural and other land-based rural businesses,
 - support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres,
 - promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.
- 6.41 The proposal provides a mix of close care units within the conversion, providing 9 single bed apartment units, 5 two bedroom apartment units and one 2 bedroom house unit. The new build provides 70 nursing bedrooms with dayrooms, communal areas and facilities.
- 6.42 The applicant is an experienced, established provider of residential nursing care for the elderly, operating the existing The Weir Nursing Home, located 5 miles East of Staunton on Wye within a listed building, part of a National Trust holding. It is recognised that to be viable there is a critical mass of numbers required and this includes having regard to the restoration and conversion of the heritage asset.
- 6.43 Herefordshire in particular, and the UK generally, has an ageing population. Demand for care facilities is increasing and will continue to do so. Without private facilities, there will be increased demand upon local care facilities and services. Herefordshire has a higher than average number of people aged 65+ and people are living longer. As more people are offered services that support them to stay independent in their own homes, it is anticipated that the required supply of residential beds will continue to decline. However, as more people live longer with multiple and complex needs, those that do need residential care will be more likely to need nursing provision or specialist dementia support.
- 6.44 The proposal also has potential spin off economic benefits to the locality and wider areas through employment and products and supplies sourced from local suppliers, craftsmen, businesses and labour. Cross business benefits also include visitors and users of the proposal using the local pubs, accommodation, shops and other existing facilities. The proposal in its own right can become a 'local service and facility' benefiting the area and communities. The submitted 'Client Statement' sets out how community integration between the local community and proposal can occur including use of the facilities in the care home.
- 6.45 As such the proposal is considered to conform to the above aims and objectives of the NPPF and Herefordshire Unitary Development Plan regarding economic growth in the rural areas. The acceptability of the proposal is therefore considered on the assessment of material considerations and the acceptable mitigation of any impacts.

Highways and Parking

- 6.46 The site has three vehicular accesses, all of these are to be retained and upgraded and serve specific uses.
- 6.47 The original historic main access to the school and almshouses is located to the South off the A438 and takes one through the formal grounds to the principle elevation. This is to be retained and only serve the close care units provided in the converted listed building. Seven car parking spaces restricted for use to the adjacent close care units will be provided within the landscaping proposal.

- 6.48 A new access to the West of the site was constructed to more recent standards to serve the school's use off School Lane, an unclassified road linking the village to the A44. This is to be upgraded in its width and allow two vehicles to pass within it and will act as the main access for staff, visitors and deliveries. It will connect to the main car park accommodating 26 spaces, service area at the side of the building which includes a basement car park for 11 cars along with cycle storage.
- 6.49 A single track access into the North of the site and serving the rear of the building exists from Weavers Orchard, a cul-de-sac accessed from School Lane serving 12 dwellings, small recreation space and orchard. This will be retained and upgraded, however serve as an access for emergency vehicles and limited staff parking totalling ten spaces.
- 6.50 The Council's Transportation Manager has no objection to the proposal having regard to the design and access construction, proposed use and traffic volumes. The parking provision exceeds the recommended standards in order to prevent overspill at peak times during staff change over and negate any parking on the public highway or landscaped grounds. A staff minibus used in connection with the applicant's other care home will be utilised to serve the proposal and reduce traffic generated. The minibus can also be used for other trips if required to reduce vehicular movements.
- 6.51 It is acknowledged alternative uses, if viable, could generate significant traffic movements over the approximate 50 additional vehicular trips the proposal will generate over its previous use. These include education facilities or hotel accommodation. The 85 residents in the close care and nursing home are anticipated to generate 168 vehicle movements a day. This is phased over the day, typically:-
- Service/ delivery trips between peak periods.
 - Visitors in the main come at weekends or evenings.
 - Staff change over is early morning and afternoon.
- 6.52 Having regard to the existing/ previous use and the above it is considered there is no adverse impact upon highway safety and the free flow of traffic hereabouts generated from the proposal. Access points are where possible, upgrade and restricted to specific use and on site parking is above the required standards. The proposal is located close to the A438 and is highly unlikely to increase significantly vehicular movements through the village core. The additional vehicular movements, having regard to the above, are not considered to have an adverse impact upon adjoining land uses or residential amenity.

Impact on adjoining land uses

- 6.53 The site adjoins five dwellings to the North and the 12 units contained within the listed almshouses to the South East and South West.
- 6.54 Having regard to the previous use of the site and access and parking plans proposed, along with the location of the new building in respect of these dwellings and overall proposed use, it is considered there is no significant adverse impact on the dwellings contained in the almshouses in terms of their privacy and amenity. Indeed, overall it can be considered, as set out previously in this report, there is some benefit to these properties.
- 6.55 Of the five dwellings adjoining to the North, four have rear South elevations adjoining and overlooking the application site. The closest properties in Weavers Orchard, Tamarisk and No.14, will be some 22.5 metres from the North, nearest elevation of the new building which in those positions has a ridge height of 12.2 metres. With the exception of these two dwellings, the new building does not obstruct 'straight line' views from existing facing dwellings and only obstructs no.14's view after 32 metres. Three of the five dwellings, no.13, No.14 and Orchard

Corner overlook and adjoin parking and landscaping with a further dwelling, No.12, having its side elevation adjoining the main car park.

- 6.56 Having regard to the above and previous use of the site as a school, it is considered the proposal will not have an adverse impact on adjoining amenity or privacy of these dwellings including from vehicular movements as assessed. As such the proposal satisfies the relevant criteria of local plan policies S1, S2, DR1, DR2 and DR3. Furthermore relevant conditions will ensure suitable landscaping and boundary treatments, along with external lighting details are appropriate and help mitigate any impact.

Ecology, Habitats and Protected Species

- 6.57 The National Planning Policy Framework 2012 states that “The planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity wherever possible”. It goes on to state that “when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity” and “opportunities to incorporate biodiversity in and around developments should be encouraged”.
- 6.58 The application is accompanied with a Phase 1 bat report by Star Ecology from 2011 and a Phase II Ecological report from Nicholas Pearson, together with the Construction Method Statement both dated December 2013. The local planning authority is happy with the content and agrees with the mitigation recommendations proposed for bats, birds and great crested newt. The mitigation will be enforced through appropriate conditions which are set out in the recommendation.

Surface Water, Flooding, Sewerage and Drainage

- 6.59 The assessment in regard to flood risk and land drainage aspects is made with information obtained from the following sources:-
- Environment Agency (EA) indicative flood maps available through the EA website.
 - EA groundwater maps available through the EA website.
 - Ordnance Survey mapping .
 - Strategic Flood Risk Assessment for Herefordshire; Herefordshire Unitary Development Plan - March 2007.
- 6.60 It is based upon the following submitted documents accompanying the application:-
- Completed Planning Permission application form.
 - Site Location Plan.
 - Drawing (100)-08, Rev P1.
 - Site Plan.
 - Drainage Strategy, dated December 2013.

Fluvial Flood Risk

- 6.61 Review of the Environment Agency indicative flood map (Figure 1) indicates that the site is located entirely in the low risk Flood Zone 1. In accordance with the requirements of the National Planning Policy Framework (NPPF), a Flood Risk Assessment (FRA) is required to support the planning application due to the size of the development being greater than 1 ha. A FRA has not been provided to support this application. However, the Drainage Strategy provided by the Applicant includes an assessment of flood risk, with reference made to fluvial and surface water sources. Following review of the location and size of this development, it is considered that the Drainage Strategy provides an adequate assessment of flood risk and that an additional FRA is not required on this occasion.

Other Considerations and Sources of Flood Risk

- 6.62 Review of the Environment Agency Flood Map for Surface Water indicates that the site is not at significant risk of flooding from surface water. The site is not located within a designated Groundwater Source Protection Zone. The use of infiltration techniques for all sources of surface water runoff would therefore be acceptable.

Surface Water Drainage

- 6.63 The Applicant has provided a robust surface water management strategy to accompany the Planning Application. This is summarised within the Drainage Strategy document. The Drainage Strategy states that all surface water runoff will be managed through infiltration to ground. The Applicant states that review of ground conditions within this area indicates that this should be feasible. The Drainage Strategy confirms that infiltration testing will be undertaken during the detailed design phase to confirm infiltration rates and ground water levels. We approve of this approach and request that the results of these studies are provided for review along with a detailed drainage design prior to construction.
- 6.64 The Drainage Strategy makes no reference to potential contamination risks associated with the historical uses of the site. Although review of site maps indicates that the risks are likely to be low, a condition attached to the recommendation ensures that consideration and if required, appropriate mitigation is given to these risks and that this is reflected in the approved drainage design.
- 6.65 The Applicant's Drainage Strategy confirms the need to locate soakaways at least 5m from building foundations. The LPA also require that the base of the soakaway is located a minimum of 1m above the highest recorded groundwater level. If site investigations demonstrate that infiltration is infeasible due to the underlying soil conditions or groundwater contamination risks, the preferred options are (in order of preference):
- (i) a controlled discharge to a local watercourse, or
 - (ii) a controlled discharge into the public sewer network (depending on availability and capacity).
- 6.66 The rate and volume of discharge should be restricted to the pre-development Greenfield values. Reference should be made to Defra/EA document 'Preliminary Rainfall Runoff Management for Developments' (Revision E, January 2012) for guidance on calculating Greenfield runoff rates and volumes.
- 6.67 The Applicant's Drainage Strategy confirms that the proposed drainage system will be designed to accommodate the 1 in 100 year rainfall event, including a 30% increase in rainfall intensity to accommodate climate change effects. The LPA approve of this approach and believe it will prevent increased risk of flooding to the site or to people and property elsewhere as a result of development.
- 6.68 The Applicant proposes to construct the car parking areas using grasscrete – a permeable surface that will permit the infiltration of rainfall through the car park surface. We approve of the use of this material on areas of flat topography. Over time, there is a risk that the permeability of these areas may reduce due to regular vehicular trafficking that will transport sediment and compact the ground's surface. We therefore require that these systems are not used on sloping surfaces that may increase the rate and volume of runoff to adjacent land. We also recommend that a shallow bund (or kerb) is constructed around the periphery of the car park areas to prevent the flow of water to existing properties to the west, north and east of the site. Conditions and informatives to that effect are attached to the recommendation, below.

- 6.69 Welsh Water has no objection to the proposal. In particular it states in regards sewerage treatment, no problems are envisaged with the Waste Water Treatment Works for the treatment of domestic discharges from this site. In regards water supply no problems are envisaged with the provision of water supply for this development.
- 6.70 It is noted the proposed development is crossed by a trunk/distribution water main. Dwr Cymru Welsh Water as Statutory Undertaker has statutory powers to access its apparatus at all times. Welsh Water's Conditions for Development near Watermain(s) is attached to the recommendation, however it may be possible for this water main to be diverted under Section 185 of the Water Industry Act 1991, the cost of which will be re-charged to the developer.

Summary

- 6.71 There are no objections to the proposed development regarding surface water or fluvial flooding or drainage. The Applicant has provided a robust surface water drainage strategy. Conditions requiring that a detailed drainage design is provided for approval prior to construction, demonstrating that soil conditions are acceptable to support the proposed infiltration techniques is attached in the recommendation set out below. Relevant local plan policies S1, S2, DR1, DR2, DR7, CF1 and CF2 and national planning policies are satisfied.

Other Matters

- 6.72 Staunton on Wye is a designated main village identified under local plan policy H4. This designation is made as the settlement is considered a sustainable rural location for development, having regard to its population, services and facilities. These include a Doctors, Primary School, Public House and Garage within the village, along with public transport links. Outside the defined settlement boundary in relative close proximity is a Church, Country Store including a restaurant and another public house. The location for the proposal is considered acceptable in regards sustainability, facilities and support thereof and in regards a location giving an attractive quality of life.
- 6.73 The Parish Council and some objectors reference a preference for the site to be developed for affordable housing. The planning history illustrates there have been issues with such a use on the site and in regards to preserving and enhancing heritage interests. Furthermore, the application is made to be assessed on its merits for the proposal described. As that use accords in principle with local and national planning policies, the site's ability to function for alternative uses or development is irrelevant.
- 6.74 An application received under reference 113581/F for the conversion of redundant school to eight houses and erection of ten houses received objection from English Heritage who considered such a proposal would materially harm the heritage asset, its setting and conservation area. The Local Planning Authority considers it unlikely that a viable residential development in terms of heritage and economies of scale can be achieved and this conflict between objectives.

Overall Conclusion

- 6.75 The proposal is considered acceptable having regard to applicable local plan policies, the aims and objectives of the NPPF and material planning considerations. The proposal will ensure the restoration and viable use of a listed building that is at risk that also provides an economic and social community function. The new build section is of appropriate design quality and merit having regard to its context and policy requirements. As such approval is recommended for the reasons detailed above.

RECOMMENDATION

In respect of P133440/F:

That planning permission be granted subject to the following conditions:

1. **A01 Time limit for commencement (full permission)**
2. **B01 Development in accordance with the approved plans**
3. **H13 Access, turning area and parking**
4. **The recommendations set out in Section 7.1 and 7.2 of the Phase I report and Sections 4.1, 4.2, 4.3 and 4.4 of the Phase II report the ecologist's reports dated 2011 and December 2013 respectively should be followed in relation to the identified protected species. Prior to commencement of the development, a full working method statement incorporating all mitigation proposals should be submitted to, and be approved in writing by, the local planning authority, and the work shall be implemented as approved.**

Reason: To ensure that all species are protected having regard to the Wildlife and Countryside Act 1981 (as amended), the Conservation of Habitats and Species Regulations 2010, Policies NC1, NC6, NC7, NC8 and NC9 of the Herefordshire Unitary Development Plan, the relevant aims and objectives of the National Planning Policy Framework and the NERC Act 2006.

5. **An appropriately qualified and experienced ecological clerk of works should be appointed (or consultant engaged in that capacity) to oversee the ecological mitigation work.**

Reason: To comply with Policies NC1, NC6, NC7, NC8 and NC9 of Herefordshire's Unitary Development Plan and the relevant aims and objectives of the National Planning Policy Framework in relation to Nature Conservation and Biodiversity and to meet the requirements of the Wildlife and Countryside Act 1981 (as amended), the Conservation of Habitats and Species Regulations 2010 and the NERC Act 2006.

6. **In addition, the recommendations for habitat enhancement for reptiles and amphibians should be incorporated into a habitat enhancement plan for the site which should include the elements of the construction method statement relating to ecology and vegetation on the site.**

Reasons: To comply with Policies NC1, NC6, NC7, NC8 and NC9 of Herefordshire's Unitary Development Plan and the relevant aims and objectives of the National Planning Policy Framework in relation to Nature Conservation and Biodiversity and to meet the requirements of the Wildlife and Countryside Act 1981 (as amended), the Conservation of Habitats and Species Regulations 2010 and the NERC Act 2006.

7. **The recommendations set out in Section 4.3 and 4.4 the Phase II Nicholas Pearson ecologist's report dated December 2013 should be followed unless otherwise agreed in writing by the local planning authority. Prior to commencement of the development, a habitat protection and enhancement scheme should be submitted to and be approved in writing by the local planning authority, and the scheme shall be implemented as approved.**

Reason: To comply with Policies NC1, NC6, NC7, NC8 and NC9 of Herefordshire's Unitary Development Plan and the relevant aims and objectives of the National Planning Policy Framework in relation to Nature Conservation and Biodiversity and to meet the requirements of the Wildlife and Countryside Act 1981 (as amended), the Conservation of Habitats and Species Regulations 2010 and the NERC Act 2006.

- 8. No net increase of surface water shall be allowed to connect (either directly or indirectly) to the public sewerage system.**

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no detriment to the environment and to comply with Herefordshire Unitary Development Plan policy CF1.

- 9. The development of the site with the Welsh Water Dwr Cymru water main located as shown on the attached plan in Annex 1 to this Decision notice, shall be carried out in strict accordance with the following requirements and conditions:-**

1. No structure is to be sited within a minimum distance of 4 metres from the centre line of the pipe. The pipeline must therefore be located and marked up accurately at an early stage so that the Developer or others understand clearly the limits to which they are confined with respect to the Company's apparatus. Arrangements can be made for Company staff to trace and peg out such water mains on request of the Developer.

2. Adequate precautions are to be taken to ensure the protection of the water main during the course of site development.

3. If heavy earthmoving machinery is to be employed, then the routes to be used in moving plant around the site should be clearly indicated. Suitable ramps or other protection will need to be provided to protect the water main from heavy plant.

4. The water main is to be kept free from all temporary buildings, building material and spoil heaps etc.

5. The existing ground cover on the water main should not be increased or decreased.

6. All chambers, covers, marker posts etc. are to be preserved in their present position.

7. Access to the Company's apparatus must be maintained at all times for inspection and maintenance purposes and must not be restricted in any way as a result of the development.

8. No work is to be carried out before this Company has approved the final plans and sections. Confirmation of this approval shall be sent to the Local Planning Authority by the developer upon receipt.

These are general conditions only and where appropriate, will be applied in conjunction with specific terms and conditions provided with Welsh Water Dwr Cymru's quotation and other associated documentation relating to this development.

- 10. C01 Samples of external materials**

11. **D04 Details of window sections, eaves, verges and barge boards**
12. **D05 Details of external joinery finishes**
13. **D08 Repairs to external brickwork**
14. **D10 Specification of guttering and downpipes**
15. **D11 Repairs to match existing**
16. **D14 Salvage recording**
17. **D24 Recording**
18. **F02 Restriction on hours of delivery**
19. **F06 Restriction on Use**
20. **F16 No new windows in specified elevation**
21. **G02 Retention of trees and hedgerows**
22. **G04 Protection of trees/hedgerows that are to be retained**
23. **G09 Details of Boundary treatments**
24. **G10 Landscaping scheme**
25. **G11 Landscaping scheme - implementation**
26. **G16 Landscape monitoring**
27. **H21 Wheel washing**
28. **H26 Access location**
29. **H27 Parking for site operatives**
30. **H29 Secure covered cycle parking provision**
31. **H30 Travel plans**
32. **I16 Restriction of hours during construction**
33. **I20 Scheme of surface water drainage**
34. **I27 Interception of surface water run off**
35. **I33 External lighting**
36. **M02 Limit rate of surface water discharge**
37. **M15 Car park drainage**
38. **During the construction phase a nominated person shall be appointed as a liaison officer through whom any problems encountered by the local community can be**

expressed and resolved. The appointed persons name and contact details shall be displayed on the site entrances during this time period.

Informatives:

1. The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against planning policy and any other material considerations, including any representations that have been received. It has subsequently determined to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.
2. The proposed development is crossed by a trunk/distribution watermain, the approximate position being shown on the attached plan in Annex 1 to this Decision Notice. Dwr Cymru Welsh Water as Statutory Undertaker has statutory powers to access our apparatus at all times. It may be possible for this watermain to be diverted under Section 185 of the Water Industry Act 1991, the cost of which will be re-charged to the developer. The developer must consult Dwr Cymru Welsh Water before any development commences on site.
3. HN07 Section 278 Agreement
4. HN05 Works within the highway
5. N11A Wildlife and Countryside Act 1981 (as amended) - Birds
6. N11C General

In respect of P133445/L:

That Listed Building Consent be granted subject to the following conditions:

1. D01 Time limit for commencement (Listed Building Consent)
2. D02 Approval of details
3. D04 Details of window sections, eaves, verges and barge boards
4. D05 Details of external joinery finishes
5. D08 Repairs to external brickwork

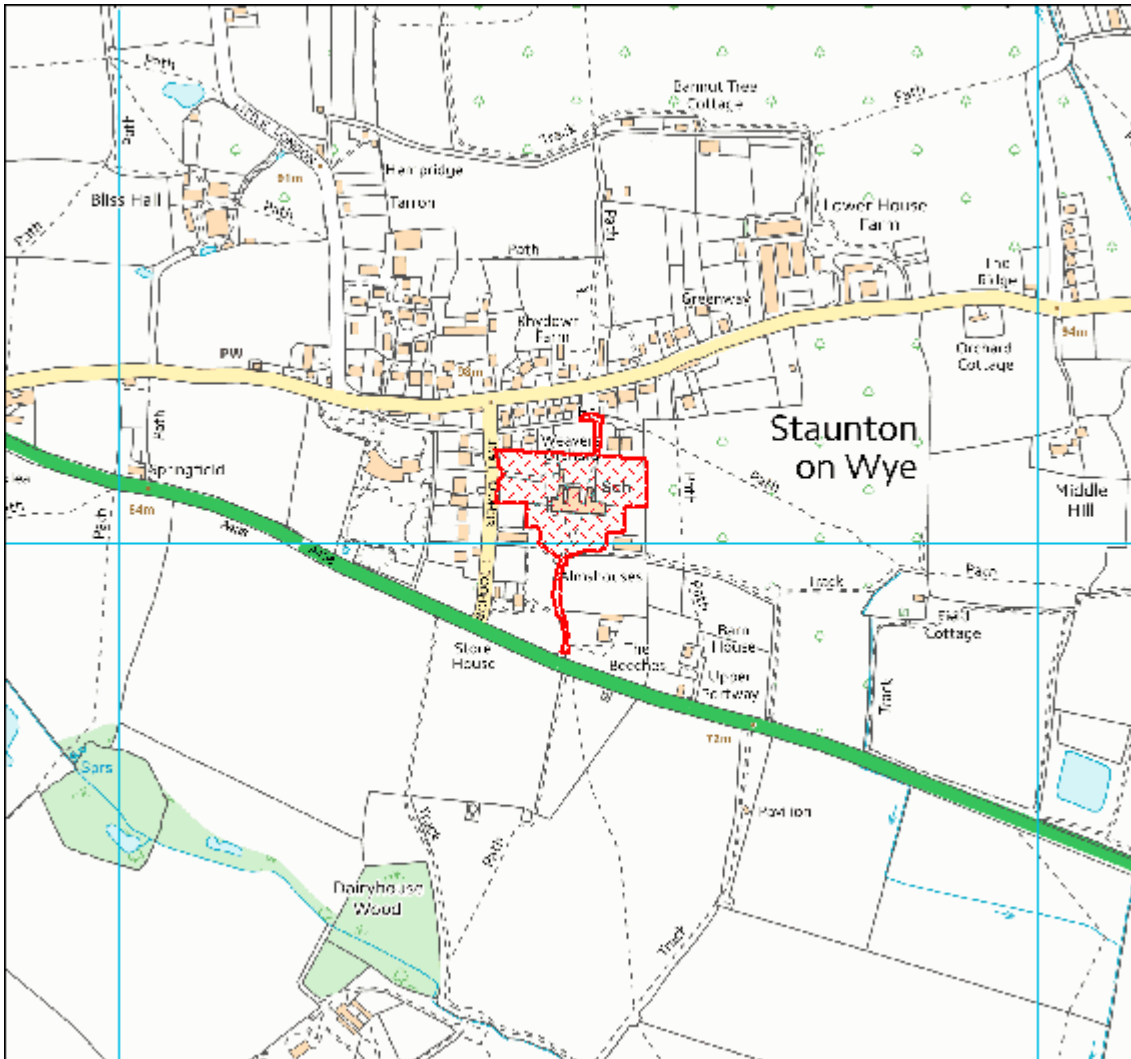
Decision:

Notes:

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Background Papers

Internal departmental consultation replies.



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APPLICATION NOS: P133440/F & P133445/L

SITE ADDRESS : STAUNTON-ON-WYE ENDOWED PRIMARY SCHOOL, STAUNTON-ON-WYE, HEREFORD, HR4 7LT

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