

PLANNING APPLICATION NUMBER: P09/1648

Type of approval sought	Full Planning Permission
Ward	WORDSLEY
Applicant	Shropshire Homes Ltd
Location:	WORDSLEY HOSPITAL HOUSING RE-DEVELOPMENT SITE, STREAM ROAD, WORDSLEY
Proposal	AMENDMENT TO PLANNING APPROVAL P06/1640 TO INCREASE DWELLINGS TO BLOCKS 8, 9 AND 17 FROM 24 TO 31, BIN STORE AND ASSOCIATED CAR PARKING.
Recommendation Summary:	APPROVE SUBJECT TO CONDITIONS

SITE AND SURROUNDINGS

- 1 The application site forms part of the former Wordsley Hospital site, which is presently being developed for housing. The first phases on the northern and western parts of the site have already been completed or are currently under construction.

- 2 This application relates to a number of the retained hospital/workhouse buildings. The site consists of a number of the former hospital/workhouse buildings. In this case the application relates to buildings 8, 9 and 17. Buildings 8 and 9 are three storey brick built former ward buildings and are located to the south of the clock tower building.

- 3 Building 17 is a two storey building with a basement located close to the former vehicular access to the hospital from Stream Road.

PROPOSAL

- 4 This application is for the conversion of former hospital buildings 8, 9 and 17 into 31 apartments. Eight of these dwellings would be within building 17, with 23 in buildings 8 and 9.
- 5 The application involves the removal of a number of more recent additions to buildings 8 and 9, together with the provision of new mansard roofs over the existing single storey elements of both buildings. Also proposed is a new three storey extension to Building 9. The application also involves the partial demolition of building 17 which was previously granted by planning permission P06/1640 as these were similar proposals to Blocks 8 and 9.
- 6 In addition to the provision of the mansard roofs the extra units have been achieved by reducing the size of the proposed apartments, reconfiguring internal space and moving cycle and bin stores to locations outside of the buildings.
- 7 Associated with the conversions are the laying of or modification of parking and turning areas, and the provision of bin and cycle stores.
- 8 The application was submitted with a design and access statement, an ecological survey and a financial appraisal.
- 9 The scheme that is presently before the Council has been the subject of extensive pre application advice with the Head of Historic Environment.

HISTORY

APPLICATION No.	PROPOSAL	DECISION	DATE
P06/0084	Conservation Area Consent to demolish unsafe structures (retrospective)	Granted	08-Mar-2006
P08/1640	Residential development of 331 dwelling units to include part demolition and part conversion of	Granted	12/1/2007

	existing buildings, and provision of associated open space, play provision, roads, parking and a pedestrian crossing on Auckland Road.		
P06/1641	Conservation area consent for demolition and part demolition of buildings and structures.	Granted	28-Nov-2006
P07/0814	Substitution of house types on previous approval P06/1640 (plots 3-10)	Granted	05-Jun-2007
P07/1182	Substitution of house types to plots 1-82	Granted	11-Sep-2007
P07/1234	Substitution of 78 house and apartment types on plots 1-2, 11-65 and 80-97 of previous approval P06/1640.	Granted	
P07/1695	Display various signage and 2 No. flagpoles (retrospective)	Granted	24-Oct-2007
P07/1696	Erection of temporary sales cabin and associated footpath, steps and landscaping (retrospective)	Granted	24-Oct-2007
P07/1967	Substitution of 97 No. house types plots 83-110, 174-179 and 111-173 of previous approval P06/1640	Granted	
P08/0390	Substitution of 29 house and apartment types on plots 83-92, 97-101 and 129-142 of previous approval P06/1640. Erection of 3 No. additional dwellings.	Granted	04-Jun-2008
P08/1687	Substitution of house types on plots 41-54 & 61-65 of previously approved application P06/1640	Granted	21-Jan-2009
P08/1917	Substitution of Plots 102 & 103 with one dwelling (Plot 103)	Granted	11-Feb-2009

P09/0721	Erection of retaining walls and associated works (part retrospective).	Granted	31-Jul-2009
P09/0952	Substitution of house types on plots 1-9, 110-179, 183-187 of previously approved application P06/1640	Granted	
P09/1032	Creation of 34 Residential Units. - Conversion of buildings 3, 4 13 and 14 to residential use (including extension to building 4), conversion of part of building 2 to residential. Extension to building 2 to provide residential accommodation. Provision of associated parking, bin and cycle stores. (Amendment to P06/1640).	Granted	

10 P08/1640 is the main application of direct relevance to this application as it was the original planning permission for the site which included the conversion of the buildings subject of this application. A comparative table of the accommodation of each of the buildings is below.

BUILDING	APPLICATION P06/1640	APPLICATION P09/1648
Building 8	9	12
Building 9	9 (Inc 3 storey ext)	11 (Inc 3 storey ext)
Building 17	6	8
Total	24	31

11 As can be seen from above the number of apartments is increased by seven, from 24 units to 31. This has been achieved by reducing the size of the proposed apartments, making more efficient use of the space, and moving cycle and bin stores outside of the buildings. The proposed mansard roofs to blocks 8 and 9 also provides additional accommodation.

PUBLIC CONSULTATION

12 None received.

OTHER CONSULTATION

14 Group Engineer (Development): Initially raised concerns in respect of the car parking layout. These concerns have now been overcome with amended plans.

15 Head of Environmental Health and Trading Standards: No objection, subject to a contamination and noise condition.

16 West Midlands Fire Service – Concerned that access for fire appliances would be excessive for the furthest plot unit to Block 8.

17 Strategic Surveyor: The applicant has demonstrated that the development would be increasingly unviable if additional planning obligations were requested for the additional units.

18 Environment Agency: Make references to previous consultation responses.

RELEVANT PLANNING POLICY

Unitary Development Plan

DD1 Urban Design

DD4 Development in Residential Areas

DD6 Access and Transport Infrastructure

DD7 Planning Obligations

DD8 Provision of Open Space, Sport and Recreation

Facilities

DD10 Nature Conservation and Development

DD12 Sustainable Drainage Systems

H1 New Housing Development

H4 Housing Mix

H5 Affordable Housing

H6 Housing Density
LR1 Open Space
LR3 Children's Play Areas
NC1 Biodiversity
NC6 Wildlife Species
NC9 Mature Trees
HE1 Local Character and Distinctiveness
HE4 Conservation Areas
HE5 Buildings of Local Historic Importance
HE8 Archaeology and Information
HE11 Archaeology and Preservation
UR9 Contaminated Land
EP7 Noise Pollution

Supplementary Planning Guidance/Documents

Supplementary Planning Document on Open Space, Sport and Recreation Provision
Affordable Housing Supplementary Planning Document
Nature Conservation Supplementary Planning Document
Historic Environment Supplementary Planning Document
Parking Standards and Travel Plans Supplementary Planning Document
New Housing Development Supplementary Planning Document
Planning Obligations Supplementary Planning Document
PGN3 - New housing development

National Planning Guidance

PPS1 - Delivering Sustainable Development
PPS3 – Housing
PPS9 - Biodiversity and Geological Conservation
PPG15 – Planning and the Historic Environment
PPG16 – Archaeology and Planning

ASSESSMENT

- 19 The main issues are
- Principle
 - Design
 - Neighbour Amenity
 - Occupier Amenity
 - Access and Parking
 - Nature Conservation
 - Planning Obligations

Principle/Policy

- 20 The principle of converting the proposed buildings is considered to be acceptable, in that the former hospital site is identified as a major housing site within policy H1 of the adopted Unitary Development Plan. Moreover, planning permission has already been granted for a similar proposal which is still extant. However, consideration still needs to be given to all other material planning matters.

Design and Historic Building Issues

Building 8

- 21 This is a mostly three storey ward building located close to buildings 2 and 9. This building has a single storey flat roofed extension which to be retained. Existing extensions to the eastern side of the building are to be removed.
- 22 Alterations to this building involve the provision of a mansard roof over the existing single storey southern extension which is to be retained. In connection with the works would be four dormers on each of the two roof slopes. The design of this is considered to be acceptable with the Head of Historic Environment also being agreeable.

- 23 Other alterations proposed include removing unsympathetic modern extensions, the provision and the reinstatement of one of the distinctive chimneys to the building and modifications to an existing porch. Overall the proposal improves the appearance of the building and the designated conservation area.
- 24 This building would provide 12 units, which is an increase of 3 over the previously approved scheme.

Building 9

- 25 This is a mostly three storey ward building located close to buildings 2, 8 and 12. This building has a single storey flat roofed extension which is to be retained, although some other extensions which are generally considered to be unsympathetic are to be removed. .
- 26 Alterations to this building involve a new three storey extension to the southern part of the building (approved as part of P06/1640), the provision of a new mansard roof over the existing single storey northern extension which is to be retained. Three new dormers are also proposed together with other minor works such as changes to doors and windows. The design of these works are considered to be acceptable, with the Head of Historic Environment also being agreeable.
- 27 Other alterations to the building include changing the door in the north elevation to a window together with reinstatement of other windows. These alterations are considered to be acceptable from a design and conservation point of view.
- 28 This building would provide 11 units, which is an increase of 2 over the previously approved scheme.

Building 17

- 29 This building is located on the north western part of the site close to Stream Road and the former access to the hospital. The building is a two storey brick built

building with a basement below ground level. The building unlike the majority of the ward buildings has more architectural detailing and may have been used for administrative purposes.

- 30 A legacy of planning permission P06/1640 is the demolition of the northern wing to the building and associated making good of the north elevation. This element is still included within this application.
- 31 It is proposed to convert this building to eight apartments, which is two more than was approved by P06/1640. This has been achieved by reducing the size of the proposed apartments and moving the cycle and bins stores out of the building.
- 32 The proposed changes to this building from an external point of view are similar to P06/1640 and as such no objection can be raised on design grounds.

Neighbour Amenity

- 33 Whilst the proposal provides a more intensive form of development, it is essentially the same from a neighbour amenity point of view. The only differences which need further consideration are the provision of the mansard roofs to blocks 8 and 9. In respect of Block 8 this will overlook the car park to Block 2 (Clock Tower) and therefore no privacy or light concerns are raised.
- 34 In respect of Block 9 the additional accommodation would face towards existing dwellings on Ashdown Drive . However, the distance between the main windows would be in the region of 24m which is in excess of the distance required by PGN3 of 22m. Therefore no concerns are raised from a privacy point of view.

Occupier Amenity

- 35 The amenity space to the proposed apartments would be communal, provided by space around or adjoining the buildings. Additionally the residents of the apartments

would also benefit from the open space which runs through the centre of the former hospital site.

Access and parking

- 36 Access to the buildings would be provided from the existing and proposed road network which runs round the hospital site. Parking would be provided in communal areas which would be in bays perpendicular to the access road or within parking courts near to the buildings. All of the proposed parking courts would benefit from natural surveillance, which would reduce the potential for crime or anti social behaviour within the parking courts.
- 37 Some amendments have been provided in the course of the application to the parking to overcome concerns raised by the Group Engineer (Development).

Nature Conservation

- 38 As the planning application involves the conversion of a number of older buildings which have been disused for a number of years consideration has to be given to the potential of protected species such as bats or nesting birds to be present.
- 39 The application was submitted with a wildlife survey, as the report for the earlier permission (P06/1640) is now considered to be out of date. The Councils ecologist has been consulted on the report and details of his response will be included in any pre committee notes.

Planning Obligations

- 40 The proposed development has a requirement to provide planning obligations to mitigate against the consequential planning loss to the existing community. Should permission be granted a S106 Agreement would be required. Due to the fall back provided by the extant planning permission planning obligations would only be payable towards the additional 5 dwellings proposed, although the education and

open space contributions required in connection with P06/1640 would still be payable and would be controlled by a deed of variation.

- 41 The Strategic Surveyor has considered the supporting information submitted by the applicants and has carried out his own financial appraisal. He concludes that the proposed development site is not currently commercially viable and that the additional planning obligations requested in connection with the additional dwellings is not reasonable in this case.
- 42 The viability of the scheme is also affected by then conservation area designation of the site. This designation ensures that any works undertaken to the buildings need to be carried out in a sympathetic manner with the use of period detailing which reflect the character of the buildings. Also due to the status of the buildings it is important that the viability of the proposal is not further eroded which lead to the works to the buildings which are required to ensure their long term future or delayed or not undertaken.

Other Issues

- 43 The comments made by West Midlands Fire Service are noted. However, it would be unreasonable to refuse on this ground in that the produced arrangements are unchanged from P06/1640.

CONCLUSION

- 44 The proposed development is acceptable in principle and provides an acceptable solution to retain and reuse buildings which are within a conservation area and are of local architectural interest. The proposed alterations are considered to be acceptable from a design point of view and would cause no harm to neighbour amenity. Consideration has been given to policies DD1 Urban Design DD4 Development in Residential Areas DD6 Access and Transport Infrastructure DD7 Planning Obligations DD8 Provision of Open Space, Sport and Recreation Facilities DD10 Nature Conservation and Development DD12 Sustainable Drainage Systems

H1 New Housing Development H4 Housing Mix H5 Affordable Housing H6 Housing Density LR1 Open Space LR3 Children's Play Areas NC1 Biodiversity NC6 Wildlife Species NC9 Mature Trees HE1 Local Character and Distinctiveness HE4 Conservation Areas HE5 Buildings of Local Historic Importance HE8 Archaeology and Information and HE11 Archaeology and Preservation of the Dudley Unitary Development Plan.

RECOMMENDATION

It is recommended that the application be approved subject to:

- a) The development not beginning until a deed of variation linking this application to planning permission P06/1640 and its attached S106 agreement has been submitted to and agreed in writing by the local planning authority; and
- b) The following conditions, with delegated powers to the Director of the Urban Environment to make amendments to these as necessary

Reason for approval

The proposed development is acceptable in principle and provides an acceptable solution to retain and reuse buildings which are within a conservation and are of local architectural interest. The proposed alterations are considered to be acceptable from a design point of view and would cause no harm to neighbour amenity. Consideration has been given to policies DD1 Urban Design DD4 Development in Residential Areas DD6 Access and Transport Infrastructure DD7 Planning Obligations DD8 Provision of Open Space, Sport and Recreation Facilities DD10 Nature Conservation and Development DD12 Sustainable Drainage Systems H1 New Housing Development H4 Housing Mix H5 Affordable Housing H6 Housing Density LR1 Open Space LR3 Children's Play Areas NC1 Biodiversity NC6 Wildlife Species NC9 Mature Trees HE1 Local Character and Distinctiveness HE4 Conservation Areas HE5 Buildings of Local Historic Importance HE8 Archaeology and Information and HE11 Archaeology and Preservation of the Dudley Unitary Development Plan.

The decision to grant planning permission has been taken with regard to the policies and proposals in the adopted Dudley UDP (2005) and to all other relevant material considerations.

The above is intended as a summary of the reasons for the grant of planning permission. For further detail on the decision please see the application report.

Notes

The development hereby permitted shall be built in accordance with the approved plans numbered (amended plans awaited) unless otherwise agreed in writing by the Local Planning Authority.

Conditions and/or reasons:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. No part of the development hereby permitted shall be commenced until a schedule/samples of all materials to be used to any extensions and new build elements has been submitted to and approved in writing by the local planning authority and thereafter the development shall only be constructed in accordance with these details:-
 - Details of the type, texture, colour, and bond of the brickwork to be used in the construction of the external walls.
 - Details of the type, texture, and colour of the roofing material.
 - Samples of the 'Stone/bricks' to be used for window cills, lintels etc
 - Details of the type, texture, and colour of all Juliet balconies.
 - Large scale architectural drawings to a scale of not less than 1:10 of timber windows and doors including drawings of sections and profiles of jambs, heads, sills and glazing bars together with their relationship to masonry apertures.
3. No part of the development hereby permitted shall be commenced until large scale drawings of not less than 1:10 of all new verges, eaves, dormers, chimneys, windows and window surrounds, door surrounds, porches have been submitted to and approved in writing by the district planning authority and thereafter the development shall only be carried out in accordance with these details.
4. No part of the development hereby permitted shall be commenced until full details of soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. These details must include, where appropriate, planting plans, written specifications, a schedule of plants including species, plant sizes and proposed numbers/densities and a programme of implementation. Plans must also include accurate plotting of all existing landscape features.
The works approved as part of this condition shall be completed (within the first planting season following the first occupation of any part of the development.

Any trees or shrubs planted in pursuance of this permission including any planting in replacement for it which is removed, uprooted, severely damaged, destroyed or

dies within a period of five years from the date of planting shall be replaced by trees or shrubs of the same size and species and in the same place unless otherwise agreed in writing by the Local Planning Authority.

5. No part of the development hereby permitted shall be commenced until full details of hard landscape works have been submitted to and approved in writing by the District Planning Authority. The details must include existing and proposed finished levels or contours; the position, design and materials of all site enclosures, car parking layout and other vehicular and pedestrian areas; hard surfacing materials, minor artefacts and structures (e.g. street furniture, play equipment, lighting etc;) and any retained historic features and proposals for restoration.
6. Notwithstanding the details shown on the submitted plans none of the development hereby approved shall be first commenced until plans showing the design of all new cycle storage and bin store structures/buildings have been submitted and approved in writing by the local planning authority. The new cycle storage and bin store structures/building shall thereafter be provided in accordance with the approved development and shall be provide before any of the dwellings are first occupied. The new cycle storage and bin store structures/building shall thereafter be retained for the life of the development.
7. No part of the development hereby permitted shall be commenced until details of the positions, design, materials and type of boundary treatment or means of enclosure have been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be occupied until these works have been carried out in accordance with the approved details.
8. The development hereby approved shall not be first occupied until the parking has been surfaced and laid out in accordance with the details shown on the approved plans. The parking areas shall thereafter be made available for parking and shall be retained for the life of the development.
9. The development hereby approved shall not be first commenced until details of on site cycle parking has been submitted to and approved in writing by the Local Planning Authority. The cycle parking shall thereafter be provide in accordance with the approved details and shall be retained for the life of the development.
10. Prior to the commencement of development details of the colour and finish to all external joinery shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be finished in accordance with the approved details.
11. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (as amended) (or any Order revoking or re-enacting that Order with or without modification) no development covered by Parts 1 and 2 of Schedule 2 to that Order shall be carried out without planning permission granted by the District Planning Authority.
12. No part of the development hereby permitted shall be commenced until a schedule of landscape maintenance, including details of its implementation for a minimum period of five years from first planting has been submitted to and approved in writing by the Local Planning Authority.
13. No development hereby permitted shall be commenced (except for demolition) until a scheme to deal with contamination of land (including soil gases and vapours) has been submitted to and approved in writing by the local planning authority. The measures within the agreed scheme shall be fully implemented. The scheme shall

include all of the following measures unless the local planning authority dispenses with any such requirement specifically in writing:

- i) a desk-top study to formulate a conceptual model of the site. The requirements of the local planning authority shall be fully established before the desk-study is commenced; and
- ii) once the desk study has been approved by the local planning authority, a site investigation shall be carried out to identify and evaluate all potential sources and impacts of identified contamination in accordance with the conceptual model. The findings of the site investigation shall be presented in a report for approval by the local planning authority and shall include a risk-based interpretation of any identified contaminants in line with UK guidance; and
- iii) following the approval of both desk-top study and site investigation reports, a written remediation scheme and method statement (the contamination proposals) shall be agreed in writing with the local planning authority prior to commencement. The contamination proposals shall be implemented in full and no deviation shall be made from the contamination proposals without the express written permission of the local planning authority. The contamination proposals shall include a validation scheme and validation criteria for the use of imported material and reuse of site-won materials; provisions for validation monitoring and sampling to demonstrate completion; and be retained throughout the lifetime of the development.
- iv) if during development works any contamination should be encountered which was not previously identified or is derived from a different source and/or of a different type to those considered under the contamination proposals then the local planning authority should be notified immediately and remediation proposals formulated/amended for consideration. All works must cease until these measures are agreed in writing by the local planning authority and the development shall recommence in accordance with the agreed details.
- v) if during development work, contaminants are found in areas previously expected to be acceptable, then the local planning authority should be notified immediately and remediation proposals formulated/amended for consideration. All works must cease within the relevant phase until these measures are agreed in writing by the local planning authority and the development shall recommence in accordance with the agreed details.

14. Prior to the commencement of development, and within three months of the consent hereby granted, a deed of variation linking this application with that previously approved under reference P06/1640 shall be completed in agreement with the Local Planning Authority in order that the planning obligations related to this development are met satisfactorily.

15. Prior to the occupation of any dwellings on site, the following details shall be submitted to and approved in writing by the local planning authority, and then implemented in accordance with the approved details:

- Information to be provided to all new occupants within one month of their occupation regarding public transport services available in the local area.
- Information regarding walking and cycling routes within a ten mile radius of the site
- Information regarding secure cycle storage provision within the site pertinent to the residents concerned

- Information regarding car sharing schemes in the area, and references providing information on how new schemes can be implemented
 - A management plan demonstrating a method of retaining and updating the information at regular intervals until three years after completion of the development hereby permitted.
16. Prior to the commencement of development (not including demolition), a plan showing the location of the construction compound shall be submitted to and approved in writing by the Local Planning Authority. The development shall proceed in accordance with the approved details unless otherwise agreed in writing with the Local Planning Authority.
 17. In relation to those Historic Buildings to be retained and converted only alterations and demolition detailed and specified in this application will be permitted. All other existing fabric to the interior and exterior of the Historic Buildings to be retained shall be afforded adequate protection against damage or unauthorised removal at all times throughout the construction process.
 18. Development shall not begin until details have been submitted to and approved in writing by the local planning authority of the heating appliances, flues, air intake and extraction equipment terminals in order to demonstrate that they will not have a detrimental impact on the appearance of the historic buildings.
 19. Development shall not begin until an audit has been undertaken on all historic internal doors of Building 17 and details have been submitted to and approved in writing by the local planning authority on their treatment in respect of upgrading for fire protection (if a requirement).
 20. Development shall not begin until a Schedule of Works/Repairs Schedule has been submitted to and approved in writing by the local planning authority for the buildings proposed for repair and conversion (including details of painting schemes/finish for the windows and doors; repairs schedule for existing windows, doors, front porch, roofs, chimneys etc, source and mix of the lime mortar for re-pointing and details of lost features to be reinstated e.g. Chimneys and details of historic/architectural features to be lost/retained e.g. fireplaces, staircases etc). Any departure from the approved schedule of works/repairs schedule will require the prior written approval of the Local Planning Authority.
 21. Development shall not begin until a scheme for protecting residents in the proposed dwellings from noise from Stream Road has been submitted to and approved in writing by the local planning authority. All works which form part of the approved scheme shall be completed before occupation of the permitted dwellings, unless otherwise agreed in writing by the Local Planning Authority.
Habitable rooms located on the ground floor of Block 17 shall be provided with background mechanical ventilation to ensure that as far as possible the windows of the dwellings can be kept closed to protect future occupants against loss of amenity from road traffic noise.
 22. Before the partial demolition of building 17 begins, details shall be submitted to and approved in writing by the Local Planning Authority of the measures to be taken to secure the safety and stability of those parts of building 17 to be retained
 23. Prior to development and the partial demolition of building 17 details shall be submitted to and approved in writing by the local planning authority of the location and method of retention of the foundation stone laid by the Board of Guardians in 1904

Location Plan
R09/1648

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JOB Wordsley Hospital,
West Midlands

TITLE Location Plan

DWG No. WH/1008
DRAWN J. GROVES

DATE May '09

SCALE

1/1250

REVISION

REVISION BY

