

**Application No:** 09/1295M

**Location:** MACCLESFIELD DISTRICT HOSPITAL, VICTORIA ROAD,  
MACCLESFIELD, CHESHIRE, SK10 3BL

**Proposal:** CHANGE OF USE AND ALTERATIONS TO GRADE II LISTED CLOCKTOWER BUILDING TO PROVIDE 36 AFFORDABLE FOR RENT APARTMENTS, 161 SQ M COFFEE SHOP, 183 SQ M GYM AND ANCILLARY ACCOMMODATION; ASSOCIATED CAR PARKING AND EXTERNAL SITE WORKS; DEMOLITION OF 2 CURTILAGE BUILDINGS (BUILDINGS 2 AND 9) TO ENABLE THE ASSOCIATED MIXED USE DEVELOPMENT WITHIN THE OVERALL APPLICATION SITE AND WHICH IS THE SUBJECT OF A SEPERATE OUTLINE PLANNING APPLICATION. (LISTED BUILDING CONSENT)

**Applicant:** KEYWORKER HOMES (MACCLESFIELD) LTD &, EAST CHESHIRE NHS TRUST

**Expiry Date:** 08-Sep-2009

**Type:** Listed Building Consent

Date Report Prepared: 16 July 2009

#### **SUMMARY RECOMMENDATION**

Approve with conditions, subject to the views of outstanding consultees.

#### **MAIN ISSUES**

- Five applications have been received for the redevelopment of the area at Macclesfield Hospital known as the Blue Zone – consideration needs to be given as to whether these applications are in accordance with the Development Brief for the site and whether the applicant has addressed the reasons for refusal which were attached to applications which were considered by Macclesfield Borough Council on 26.01.09.
- Whether the works proposed to the Grade II Listed Clocktower building and removal of the attached structures is acceptable
- Whether the demolition of Buildings 2 and 9 is acceptable.
- Whether there are any other material considerations

#### **REASON FOR REPORT**

The application has been referred to the Strategic Planning Board as the proposal relates to planning applications which are major developments (the site area is 3.3 hectares, including the Clocktower building).

## **DESCRIPTION OF SITE AND CONTEXT**

The site is bounded by Cumberland Street, the main road leading into Macclesfield town centre from the west, Prestbury Road and Victoria Road, which provides the main access to the hospital. The site is within 1km of the town centre. Adjoining land uses include the Macclesfield District General Hospital, the Regency Hospital, and West Park. The residential areas surrounding the hospital site include the 18<sup>th</sup> and 19<sup>th</sup> century Prestbury Road Conservation Area.

The site is located in an inherently sustainable location in relation to the town centre, recreation facilities, community and health facilities and primary and secondary education establishments.

## **HISTORIC BACKGROUND**

The site was developed between 1843 (on what was pasture land) to the late 20<sup>th</sup> century. The later additions (1960's onwards) are considered to have little architectural merit. Cumberland Street was constructed in the 1990's to link Chester Road and Prestbury Road.

In the 1980's the new Hospital was constructed immediately to the west of the original workhouse. This moved the centre of gravity of the hospital away from the site, which has continued to house hospital functions until approximately 18 months ago.

The Clocktower building is a Grade II Listed Building. The curtilage of the listed building can be interpreted to be the original extent of the planned workhouse development, including early buildings, boundary walls, roads and landscape.

This application is an opportunity to regenerate the site by way of a sensitive refurbishment of the Clocktower building.

The East Cheshire Trust wish to follow Department of Health advice and achieve Foundation Trust status as soon as realistically possible. To achieve this goal the Trust has to demonstrate several attributes, one of which is to demonstrate sound financial management. With this in mind, the Trust decided 2-3 years ago to sell the land, which is known locally as the 'Blue Zone'. A Planning Brief was put forward, which was given recognition by Macclesfield Borough Council in November 2007. The Trust marketed the site during the Spring of 2008 and it became evident that the bids would not clear the debts which the hospital has accrued over time. The Trust has been working with Keyworker Homes since the summer of 2008, and held a public consultation event during the autumn and as joint applicants submitted 3 planning applications in early December 2008. The Listed Building Consent application, which included the conversion of the Clocktower building and demolition of all other curtilage buildings (08/2722P) was refused by the former Macclesfield Borough Council on the following grounds: -

- The demolition of Buildings 2, 6 and 9 in the absence of a justifiable case and an appropriate redevelopment scheme would be harmful to the historic and architectural interest of this site, contrary to policies BE2, BE16, BE17 of the local plan, advice of PPG15 and the Blue Zone Planning Brief

A total of five applications have been submitted for this site. Two relate to the 'Clocktower' building and two relate to what is commonly known as 'Building 6', and one relates to the comprehensive redevelopment of the site (an outline scheme). Although the applications are separate submissions, the schemes are intrinsically interlinked. They are reported elsewhere on the Agenda. From the Trusts perspective they aim to realise a financial payment as soon as possible following the granting of planning consent.

This application for Listed Building Consent relates to the alterations proposed to the Grade 2 Listed Clocktower, which is to be converted to 36 affordable apartments (this would involve the removal of some of the attached structures) and the demolition of buildings 2 and 9 on the site. Is the demolition of buildings 2 and 9 acceptable?

## **DETAILS OF PROPOSAL**

This proposal is for Listed Building Consent. Detailed floor plans and elevations have been submitted for the Clocktower building, showing what works are to be undertaken. Consent is also required for the demolition of all the curtilage buildings, with particular attention being drawn to Building 2 and 9, which are buildings of historic merit.

## **RELEVANT HISTORY**

08/2634P - Erection of 3 storey 75 x 1 bed care home, age restricted 4 storey sheltered retirement block, with 58 apartments, with ancillary accommodation, 4 storey building including retail units & 36 apartments, 4 storey office building, 14 no three storey townhouses & associated car parking, access roads and open space; and additional hospital parking deck (Outline Planning) - Refused 09.02.09

08/2722P - Change of use to Grade II Listed Clocktower building to provide 44 keyworker apartments, coffee shop, gym, laundry & ancillary accommodation, car parking & associated works, proposed demolition of curtilage buildings (2,6 & 9) to enable mixed use (Listed Building Consent) – Refused 09.02.09

08/2621P - Change of use and alterations to Grade II Listed Clocktower building (including partial demolition) to provide 44 keyworker apartments, 182 sq m coffee shop, 167 sq m gym, 24 sq m laundry & other ancillary accommodation, associated car parking and external site works (Full Planning) – Refused 09.02.09

There have been numerous other applications relating to the hospital use of the site, none of which are directly relevant to this application.

The site on Prestbury Road was undeveloped pastureland, until it was purchased for the construction of the New Union Workhouse. Construction started in 1843 and the buildings were completed in 1845. In the period between 1843 and 1871 further buildings were added in a similar architectural style but these are outside the site. In 1929 the Macclesfield Union Workhouse came under control of the newly established Public Assistance Authority. It later became Macclesfield General Hospital, West Park Branch. During the mid-to-late 20<sup>th</sup> century new buildings and extensions were constructed. The earliest of these buildings, built in the 1960's and 70's, are typically one or two storey, framed, system buildings common for the period. Some are freestanding; others are connected to the historic building by enclosed corridors, or built as extensions to the earlier buildings. Whilst these more recent additions have served an important practical function in providing health services, they are not fit for purpose for the future health service, and are not considered to have architectural or historic merit. They detract from the character and appearance of the historic buildings. Cumberland Street was constructed in the 1990's to link Chester Road and Prestbury Road.

In the 1980's the new Hospital was constructed immediately to the west of the original workhouse and hospital buildings. This moved the centre of gravity of the hospital away from the site that, nevertheless, has continued to house hospital functions until now.

## **POLICIES**

### **Regional Spatial Strategy**

DP2 and EM1

### **Local Plan Policy**

BE2, BE15 - BE19

### **Other Material Considerations**

National Planning Guidance in the form of: -  
PPG15: Planning and the Historic Environment

In addition, the Supplementary Planning Guidance documents relating to the 'Blue Zone Planning Brief' is of particular relevance.

## **CONSULTATIONS (External to Planning)**

Comments are awaited from English Heritage, The Ancient Monuments Society, The Society for the Protection of Ancient Buildings, The Council for British Archaeology, The Georgian Group and The Victorian Society.

## **OTHER REPRESENTATIONS**

No letters have been received at the time of report preparation relating to the Listed Building Consent proposal.

## **APPLICANT'S SUPPORTING INFORMATION**

Various supporting information has been submitted to accompany the applications for the future development of this site. These include: -

- Planning Policy Statement
- Design and Access Statement
- Heritage Impact Statement
- Flood Risk and Surface Water Assessment
- Geo-Environmental Interpretative Report
- Building Surveys
- Asbestos Reports
- Transport Assessments
- Tree Surveys and Arboricultural Assessments
- Ecological Reports
- Air Quality Assessments
- Noise Quality Assessments

All of these documents are available in full on the planning file and Council's website.

In addition, there is a letter from the East Cheshire NHS Trust, which is available for inspection on the application file. This letter states that the East Cheshire NHS Trust has been working to remove historic debt. A key element of the financial strategy remains the sale of the land. If this were not successful the Trust would need to find other ways of repaying the debt, which would have to be generated through additional efficiency savings with the Trust. The Trust has responded to comments made by Councillors and the public during the original submission which has led to changes to the plans. These changes have reduced the value of the land significantly, but the Trust remain confident that the scheme will deliver a sustainable development for the town and its residents. The reduced sale proceeds enable financial recovery for the Trust although further impositions such as Section 106 costs will further challenge that recovery. It is hoped that Cheshire East will see the benefit of the plans in terms of an asset to the community and also in terms of sustaining clinical services in Macclesfield for the Public.

A letter has been submitted by Keyworker Homes (the developer) which explains that since the previous refusal, the applicants and their advisors have sought to address the areas of concern which were publicly expressed regarding the previous scheme. This has resulted in a scheme which will provide a viable solution to the re-use of the visually important buildings on site and create a development which generates enough land value for the East Cheshire NHS Trust to realise its aspirations for the future of health care provision in the town.

A copy of the exhibition boards from a 4-day public exhibition illustrate the significant changes to the scheme. Further comments from the exhibition have informed the application, especially in relation to the position and form of housing on Victoria Road (addressed within the outline application).

It is important to note that the scheme stands or falls as a whole and any further significant changes to any of the constituent elements may threaten the overall viability of the scheme.

A letter of support has been submitted from the Plus Dane Group, a registered Social Landlord. This confirms that there is a high demand for one and two bedroom affordable apartments within walking distance of Macclesfield town centre. Dane are supportive of Keyworker's proposals for the Clocktower building and should the planning application be approved, would be most willing to work in partnership with Keyworker Homes to undertake responsibility for the Affordable for Rent housing to be provided within the existing Clocktower building.

## **OFFICER APPRAISAL**

### **Principle of Development**

This is an application for Listed Building Consent for the conversion of the Clocktower building to 36 affordable apartments, demolition of some of its attached structures and demolition of Buildings 2 and 9.

The main principles of the development are considered under the heading 'Principle of Development' under application 09/1300M, elsewhere on this agenda.

It should be noted that although the proposals are put forward as a suite of applications, each application needs to be assessed on its planning merits on an individual basis.

### **Policy**

The most relevant policies in the Local Plan relate to Built Environment Policies BE15-BE18. Specifically, Policy BE15 states, "the repair and enhancement of buildings of architectural and historic importance (listed buildings) will be encouraged". BE16 states "development which would normally adversely affect the setting of a listed building will not normally be approved".

## **IMPACT ON LISTED BUILDINGS AND CURTILAGE BUILDINGS**

### **THE CLOCKTOWER**

The Clock Tower building comprises three storeys and consists of a central spine with two cross wings. The former chapel wing to the west would accommodate a gym on the ground floor with a café on the first floor. The building would comprise 36 no. one bedroom and two bedroomed apartments. Residents, other hospital staff, other occupiers of the overall site and visitors would use the gym and coffee shop. The previous scheme for the conversion of the Clocktower (08/2621P) was for 44 apartments, which would have been restricted to hospital and health related staff only. It is not considered that the external alterations have changed significantly since the previously refused scheme, however, the internal layout has inevitably changed.

Under these proposals, the Clock Tower building would be re-established as the landmark building and, given its historical background, it should be the primary focus of the site. The proposal will achieve the restoration of the building by way of a sympathetic subdivision and retention of its features. The unsightly extensions should also be removed which, in association with an appropriate landscape, should improve its setting significantly. The use is considered to be sustainable and should secure its long-term retention.

Comments from the Conservation Officer are awaited however, it is considered that the scheme and the re-use of the Clocktower building is welcomed. It is an imposing building of 1843-5 by Scott and Moffatt. Whilst many workhouses were built by the Victorians, this is a particularly early example and one of the first not to be built in an austere classical design. The Clocktower is considered to have strong architectural features and is relatively original in form.

No objections were made to the overall design of the Clocktower for application 08/2621P and therefore, no objections are expected to be raised in listed building conservation terms in relation to this part of the proposal.

The proposals clearly respect the traditional features of the building. There were some issues regarding fenestration with the previously refused scheme and it is anticipated that the Conservation Officer will comment on this element again in light of the changes made. It is considered that historic building issues can be satisfactorily dealt with through the imposition of planning conditions.

### CURTILAGE BUILDINGS

As the buildings on the site remain largely complete, it is considered that the curtilage buildings, although not listed in their own right, are of particular interest and historic core value. They therefore constitute a legitimate and fundamental site constraint.

There have been many additions to the site since 1843, many have been added in more recent times, have no historic significance and are harmful to the character of the site. There is no objection to the removal of many of the buildings on site, however, it has consistently been recognised that there are three buildings, which require special mention.

Firstly, the building known as Building 2. This building was constructed in 1843, and is the former hospital block at the back, behind the courtyard. This is a three-storey building and has a relatively austere appearance, however, it does have very strong historic character and encloses and gives form to the rear of the historic complex. Its interior is likely to be extremely plain and retention of this building was considered under application 08/2722P. However, a conversion scheme with two extensions (modern office pavilions) each side was discussed with the Developer, and subsequently discounted, as they would not have been viable to the cost of the works. The Conservation Officer has reluctantly accepted that a replacement building is the only viable option for this part of the site.

The other original 1843 building is the Reception Block, located at the front and identified as Building 6. This is an attractive building, although there is a lean-to addition to the rear, which is not particularly sensitive to the original building. It is positively received that the developer is now proposing to retain this building as the Conservation Officer had previously objected to its loss. The works to be carried out to this building are considered under applications 09/1577M and 09/1613M which are reported elsewhere on this agenda.

One other building which is of significance is the 'Gawsworth' building (known also as Block 9). This building is not original. English Heritage do regard post-1870 workhouse buildings in a different light to their earlier counterparts and although it is a stone-built building of some merit, its retention would have a fairly critical impact on site planning and as a result the Conservation Officer has reluctantly conceded the loss of this building.

## **OTHER RELEVANT INFORMATION**

Members of the committee visited the site on 21<sup>st</sup> July 2009.

## **CONCLUSIONS AND REASON(S) FOR THE DECISION**

The historic value of the Clocktower building and of buildings 2 and 9 has been examined in detail. The Conservation Officer reluctantly accepts the loss of the Gawsworth building, which is considered historically to be of least consequence should it be demolished. The loss of building 2 is regrettable, but a combination of its structural problems and proposed replacement building have persuaded officers that this loss is accepted on the basis of the wider planning and long term use of the site. The removal of the additions to the Clock Tower Building and the alterations proposed which would facilitate its conversion, are considered largely acceptable (subject to the formal comments of the Conservation Officer). The main reason for refusal of application 08/2722P was the demolition of Building 6, however this building is now proposed to be retained under application 09/1577M and the application for Listed Building Consent 09/1613M. These applications are reported elsewhere on this agenda and are very much welcomed.

## **SUBJECT TO**

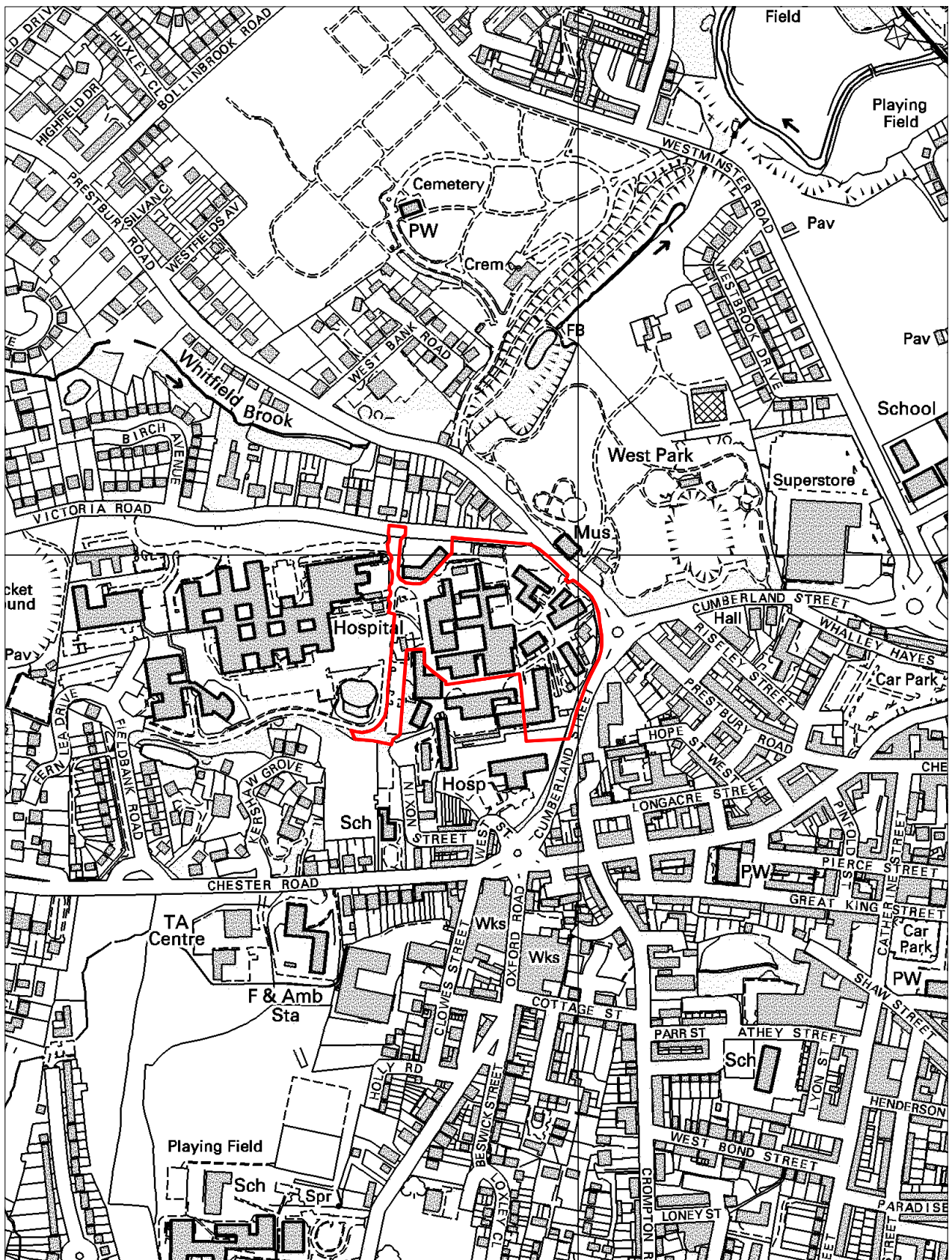
Detailed comments are awaited from the Conservation Officer, and comments are awaited from English Heritage, The Ancient Monuments Society, The Society for the Protection of Ancient Buildings, The Council for British Archaeology, The Georgian Group and The Victorian Society.

Application for Listed Building Consent

**RECOMMENDATION:** Approve subject to following conditions

1. A07LB - Standard Time Limit
2. A05LB - Protection of features
3. A05EX - Details of materials to be submitted





09/1295M

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