

Application No: 09/1613M

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

Proposal: PROPOSED CONVERSION OF AND 420SQ M EXTENSION TO CURTILAGE BUILDING 6 TO ACCOMMODATE A CHANGE OF USE FROM C2 TO D1 TOGETHER WITH ASSOCIATED CAR PARKING. (LISTED BUILDING CONSENT)

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

Expiry Date: 04-Aug-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 Building 6, which is a curtilage building to the Grade II Listed Clocktower building are 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 18th and 19th 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 20th 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. One is the full planning application for Building 6, two relate to the 'Clocktower' building 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 Building 6, which is to be converted to a D1 use and extended.

DETAILS OF PROPOSAL

This full application seeks permission for the conversion and extension of Building 6. This would involve the removal of the modern additions, which would be replaced by an extension. The use would fall within use class D1 and such uses within this class include: - clinic, health centre, crèche or gallery. The full planning application for the alterations proposed to this building is application 09/1577M.

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 20th 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

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)

English Heritage do not consider it is necessary for this application to be notified to English Heritage.

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.

OFFICER APPRAISAL

Principle of Development

This is an application for Listed Building Consent for the conversion and extension of Building 6. 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. Under the previously refused applications, Building 6 was proposed to be demolished. Therefore, the fact that the building is to be retained and reused is greatly welcomed.

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 THE LISTED BUILDING

Building 6 was an original building on the site, dating back to 1843. It is regarded to be an attractive building, although there is a lean-to addition to the rear, which is not particularly sensitive to the original building. The historic value as part of the original complex and architectural contribution to it is clear and the building is convertible.

Comments are awaited from the Conservation Officer at the time of report preparation, in relation to the proposed conversion, extension and external alterations proposed to the building. The proposal includes the demolition of the southern, single storey additions to the building, which would be replaced by a single storey extension with a roof terrace above. The extension would measure approximately 13m by 30m. The proposed shows that materials for the extension would be stone, with rendered panels and large areas of glazing. 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. Other alterations to the building include some changes to some of the window and door openings. The Conservation Officer has had many discussions and site visits with the developer since the refusal of the applications in January 2009, in order to consider the alternative options for Building 6. It is understood that the Conservation Officer has concerns with the elevations treatment of the extension, however it is hoped that this can be addressed by the architect prior to the application being determined. Further comments will follow from the Conservation Officer in due course.

OTHER RELEVANT INFORMATION

Members of the committee visited the site on 21st July 2009.

CONCLUSIONS AND REASON(S) FOR THE DECISION

The historic value of the Building 6 has been examined in detail and it is considered that its retention and conversion is welcomed. The proposal integrates positively with the historic setting of the site and it is thought (subject to the formal comments of the Conservation Officer) that the impact of the extension on the curtilage building is acceptable. It is considered that the elevational treatment of the extension will require revising to ensure a satisfactory appearance from the public viewpoint. It is considered that the applicants have presented a proposal for Building 6, which reflects the Planning Brief for the Blue Zone.

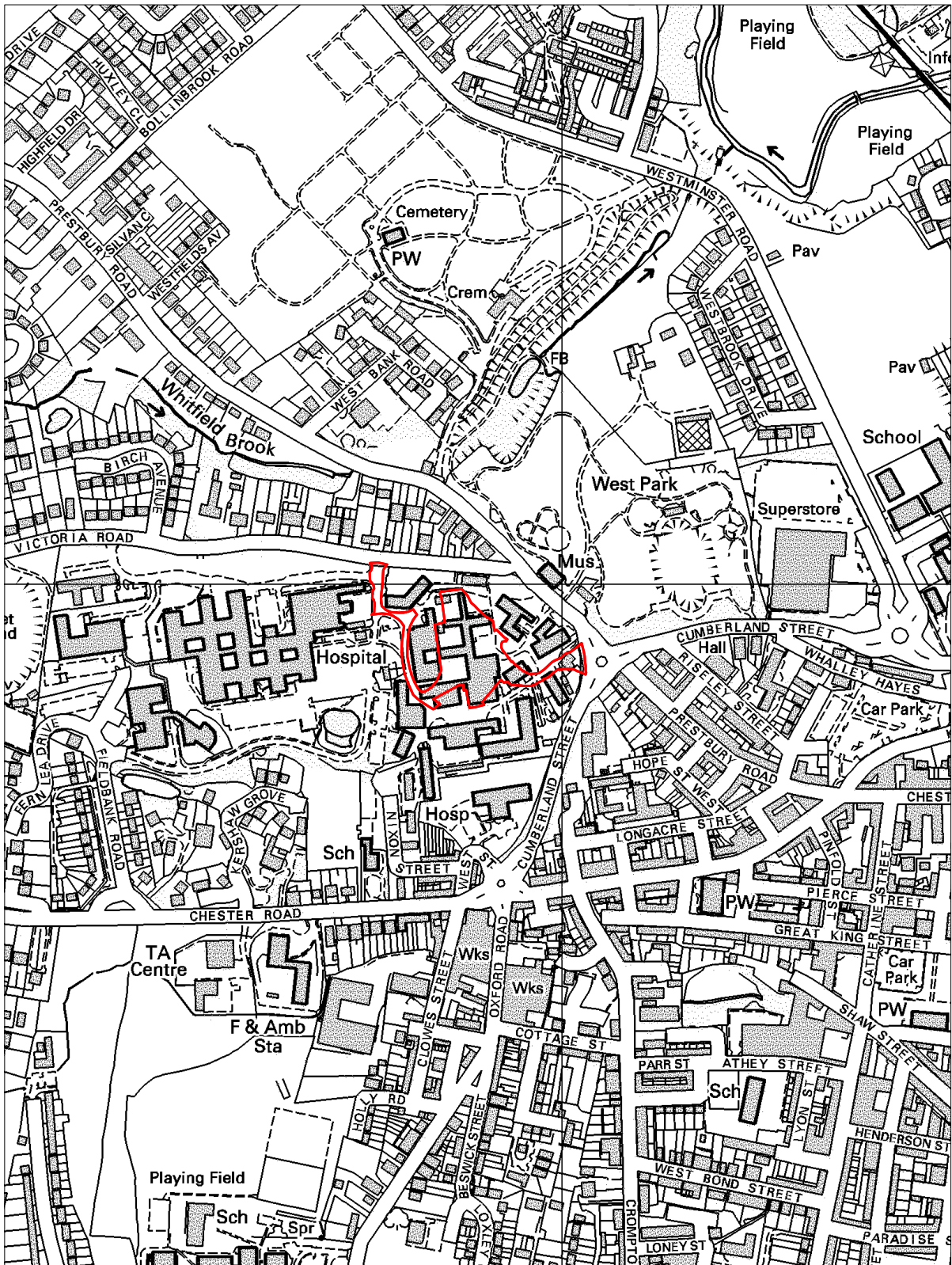
SUBJECT TO

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



09/1613M

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