

FLINTSHIRE COUNTY COUNCIL

REPORT TO: **PLANNING AND DEVELOPMENT CONTROL COMMITTEE**

DATE: **20TH JULY 2016**

REPORT BY: **CHIEF OFFICER (PLANNING AND ENVIRONMENT)**

SUBJECT: **LISTED BUILDING APPLICATION FOR AMENDMENTS TO LISTED BUILDING CONSENT 051728 TO INCLUDE ADDITIONAL 1 NO. APARTMENT TO BLOCK B, 12 NO. APARTMENTS TO BLOCK C, 5 NO. APARTMENTS TO BLOCK A (CHAPEL) AND A NEW BUILDING RESIDENTIAL BLOCK TO INCLUDE 27 NO. APARTMENTS, TO GIVE A TOTAL OF 89 RESIDENTIAL UNITS AT LLEUSTY HOSPITAL, OLD CHESTER ROAD, HOLYWELL.**

APPLICATION NUMBER: **055008**

APPLICANT: **KEHAR BUILDERS LTD**

SITE: **LLUESTY HOSPITAL, OLD CHESTER ROAD, HOLYWELL**

APPLICATION VALID DATE: **03.03.16**

LOCAL MEMBERS: **COUNCILLOR G ROBERTS**

TOWN/COMMUNITY COUNCIL: **HOLYWELL**

REASON FOR COMMITTEE: **SCALE OF DEVELOPMENT**

SITE VISIT: **NO**

1.00 SUMMARY

1.01 This is a Listed Building Consent and accompanying full planning application with residential development for 89 units at the former Llesty Hospital Old Chester Road Holywell. This application amends the previous consent for 47 units. The new application

amends this application in the following ways;

- 1 additional apartment to Block B making a total of 3 (previously 2)
- 12 additional apartments to Block C the workhouse making a total of 33 (previously 21)
- 5 additional units in Block A the chapel (previously 1 dwelling to 6 apartments)
- A new build block of 27 apartments comprising 7 one bedroom units and 20 two bedroom units

1.02 This is a result of further viability and market testing of the consented scheme which demonstrated that the scheme was not financially viable due to the values that could be achieved for the type of units proposed in this location. The proposed scheme has therefore developed in liaison with local estate agents with the aim of creating a viable scheme in order to preserve the Listed Building and secure a future for it.

1.03 It is considered that the proposed development provides a scheme of conversion and new build which will provide a long term viable reuse of the Listed Buildings without significantly comprising the historic character of the Listed Buildings.

2.00 RECOMMENDATION: TO GRANT PLANNING PERMISSION, SUBJECT TO THE FOLLOWING:-

2.01 RECOMMENDATION: TO GRANT LISTED BUILDING CONSENT, SUBJECT TO REFERRAL TO CADW. ANY LISTED BUILDING CONSENT SHOULD INCLUDE THE FOLLOWING CONDITIONS:-

1. Time commencement
2. In accordance with plans
3. Archaeological watching brief for early stages
4. Photographic record of the site
5. Replacement nesting places for house martins and swifts
6. Pointing specification
7. Windows, rooflights details and samples
8. Materials including glazing
9. Hard and soft landscaping details and implementation
10. Railings and gates
11. Cycle rack details
12. Sections
13. Bin storage details

3.00 CONSULTATIONS

3.01 Local Member
Councillor G Roberts

No preliminary views submitted.

Holywell Town Council

The Council, in maintaining its support of the principle of development on this site, believes it important for the planning position to be carefully managed to ensure the site is effectively and sympathetically developed.

The following are issues of concern having considered amendments to the application:

- **Potential overdevelopment** – the new application refers to accommodation well above the numbers originally proposed;
- **Impact on the area's character and appearance** – the proposed significant addition of one-bedroomed apartments/units to the development may be out-of-keeping with the other residential developments that surround the site, at for example Old Chester Road, Halkyn Road, Yr Aber and Y Milwr;
- **Car parking** – the provision of car parking spaces per unit would appear to be insufficient for the proposed new units figure for the development compared to the number of spaces allocated in the original proposal;
- **Traffic management** – potential traffic flow problems around the area of Old Chester Road, Brynford Hill and the path alongside Lluesty suggest that a review of traffic management is merited to consider a one-way arrangement;
- **Impact on water system/sewerage arrangements** – a full evaluation of capacity to accommodate new development is considered essential prior any planning approval.

Victorian Society

Object due to;

- the increase in density of the number of units which would harm the special interest of the Listed buildings
- the additional five units proposed within the Douglas chapel. It is one of the most important structures and spaces on the site and its over-intensive and harmful subdivision must be avoided.
- Additional flats within Blocks B and C would further erode their legibility and historic character and should be avoided.

Ancient Monuments Society

No response received.

The Georgian Group

No response received.

Royal Commission for Ancient Historic Monuments
No response received.

Society for the Protection of Ancient Buildings
No response received.

4.00 PUBLICITY

4.01 Press Notice, Site Notice and Neighbour Notification
None.

5.00 SITE HISTORY

5.01 051727 Residential development of 47no. units including part demolition of existing modern buildings, conversion of retained modern buildings into 8no. three bedroom town houses, conversion of listed buildings into 1no. four bedroom detached house (chapel) and 26no. apartments (8no. one bed and 18no. two bed) and erection of 12no. three bedroom terraced houses. Approved 14.08.14

051278 Listed Building Application - Residential development of 47no. units including part demolition of existing modern buildings, conversion of retained modern buildings into 8no. three bedroom town houses, conversion of listed buildings into 1no. four bedroom detached house (chapel) and 26no. apartments (8no. one bed and 18no. two bed) and erection of 12no. three bedroom terraced houses. Approved 14.08.14.

045131 Residential development (69 no. units) comprising the conversion of historic buildings (38 no. units) and the erection of new build dwellings (31 no. units). File closed 20.11.13

045133 LISTED BUILDING APPLICATION - Residential development (69 no. units) comprising the conversion of historic buildings (38 no. units) and the erection of new-build dwellings (31 no. units) File closed 20.11.1

6.00 PLANNING POLICIES

6.01 Flintshire Unitary Development Plan
STR1 - New Development
STR4 - Housing
STR8 - Built Environment
GEN1 - General Requirements for New Development
GEN2 - Development Inside Settlement Boundaries
D1 - Design Quality, Location and Layout
D2 - Design
D3 - Landscaping

HE2 - Development Affecting Listed Buildings and their Settings
HSG1 - New Housing Development Proposals
HSG8 - Density of Development

The proposal accords with the above policies.

7.00 PLANNING APPRAISAL

7.01 Introduction

This is a Listed Building Consent and accompanying full planning application with residential development for 89 units at the former Lluesty Hospital Old Chester Road Holywell. This application amends the previous consent for 47 units "*Residential development of 47no. units including part demolition of existing modern buildings, conversion of retained modern buildings into 8no. three bedroom town houses, conversion of listed buildings into 1no. four bedroom detached house (chapel) and 26no. apartments (8no. one bed and 18no. two bed) and erection of 12no. three bedroom terraced houses*" which was approved under planning and Listed Building Consent references (051727) & (051728) in August 2014.

7.02 The new application amends this application in the following ways;

- 1 additional apartment to Block B making a total of 3 (previously 2)
- 12 additional apartments to Block C the workhouse making a total of 33 (previously 21)
- 5 additional units in Block A the chapel (previously 1 dwelling to 6 apartments)
- A new build block of 27 apartments comprising 7 one bedroom units and 20 two bedroom units

7.03 This is a result of further viability and market testing of the consented scheme which demonstrated that the scheme was not financially viable due to the values that could be achieved for the type of units proposed in this location. The proposed scheme has therefore developed in liaison with local estate agents with the aim of creating a viable scheme in order to preserve the Listed Building and secure a future for it.

7.04 Site Description

Lluesty Hospital is situated to the west of Holywell town centre and is elevated above the town. It was built as a workhouse and used more recently a community hospital. The workhouse itself and the adjacent chapel and entrance buildings are Grade 2 Listed. There are a number of more modern buildings in the grounds. The site also contains the former Infirmary building which is not part of the application site and in separate ownership. The site has been vacant since the hospital closed and has fallen into disrepair prior to purchase by the current owner. The site has sloping topography and

is therefore a prominent site in terms of the setting of the town of Holywell.

7.05 The site is located to the west of Old Chester Road and is situated in a predominately residential area with Llys Emlyn Williams and the entrance to a residential development opposite the site. To the north is a further residential development with open land sloping upwards to the south west. To the east is the Old Infirmary building and beyond that a further residential development known as the Beeches. There is a petrol filling station on the other side of Old Chester Road and The Stamford Gate Public House off Halkyn Road to the east. The site is accessed from the south from the A5026 Halkyn Road off Old Chester Road. There is also a secondary access to the north of the site behind the former chapel off a minor road which leads to the B5121.

7.06 Proposed Development

This is an application for Listed Building Consent and accompanying full planning application for residential use of the Lluesty Hospital site. This proposal amends principally the conversion scheme in the Listed buildings. The new build elements in the previous scheme in the form of the conversion and alterations to the 1960's ward block to 8 three bedroom townhouses and the 12 new build three bedroom houses on land to the south west of the existing complex of buildings remain the same. This application adds a new build block adjacent to the 1960's ward block in the form of additional 27 apartments over three storeys. This is in place of a car parking area which has been redistributed around the site.

7.07 The scheme involves a mixture of conversion of the existing buildings and new build creating a mix of property types. It is proposed to convert the workhouse building into apartments; one bedroom and two bedroom. The two buildings on the site frontage would be converted to 1 one bedroom and 2 two bedroom apartments. The majority of the apartments are split over 1 and 2 levels. The new three storey apartment block is three storey with a slate roof and would have a stone clad elevation to complement the other buildings on site.

7.08 The new application amends this application in the following ways;

- 1 additional apartment to Block B making a total of 3 (previously 2) 1 one bed and 2 two bed
- 12 additional apartments to Block C the workhouse making a total of 33 (previously 21) 1 one bed, 30 two bed, 1 three bed and 1 four bed
- 5 additional units in Block A the chapel (previously 1 dwelling to 6 one bed apartments)
- A new build block of 27 apartments comprising 7 one bedroom units and 20 two bedroom units

7.09 There are no significant external changes as a result of the changes to the way the building is converted. The amendments have tried to

work with the current internal layout of the building to minimise any required alterations.

7.10 Access into the site would be via a one way system with an entrance off Old Chester Road at the western extent of the site and the exit from an existing access between two existing buildings. 6 units would be accessed off the existing Brynford Road access; 5 apartments and the chapel. The entrance to the site would have security gates and railings designed to an agreed specification to respect the Listed Building. New paths and footways are to be provided within the site. Bin stores and cycle stores are proposed in appropriate locations for each element of the residential scheme. Due to the location of the site within proximity of Holywell town centre one cycle rack has been provided for each bedroom on the site. The roads and footways on the site are to be privately maintained through a management company for the site as a whole. The existing pavement on Old Chester Road is to be extended to provide safe pedestrian refuge. 122 parking spaces are provided within the site for the proposed residential units in the form of driveways and parking courts.

7.11 Issues

The application site is allocated within the Flintshire Unitary Development Plan for residential development. The Council produced a Development and Conservation Brief for the site in 2006 to support the UDP residential allocation under policy HSG1. This set out which buildings the Council wanted to retain and which would be supported for demolition along with identifying areas for new development. The site as a whole is allocated for 70 dwellings within policy HSG1 of the UDP.

7.12 The site is within Holywell which is a Category A main town within the UDP. It is considered the proposed scheme concurs with the strategic aims the Council has for this site, respecting the character of the Listed Building while providing a new use in accordance with its residential allocation. While the number of dwellings is in excess of what was initially envisaged and is only for part of the site, it is not considered to be an issue in planning terms. The site is within a Category A settlement which is a focus for growth and is within walking distance of the town centre. It is also a previously developed site. The development therefore meets the aims of Planning Policy Wales. The number of units in itself is therefore not an issue as long as the parking requirements can be met and the scheme preserves the character of the Listed Building.

7.13 Impact on the historic environment

The historic buildings on the site vary in age and comprise; the former workhouse, which is a cruciform building of classical proportions completed in 1840 by John Welch; a chapel in the Gothic style by John Douglas of Chester completed in 1884 and a nursing home extension in a classical style with interior elements of art nouveau

completed in 1902. There are two stone faced buildings dating from the mid Victorian period of a domestic scale on the north eastern frontage of the site facing Old Chester Road. During the 20th century a number of functional brick and concrete buildings and extensions were added to serve the hospital use of the site.

- 7.14 A Heritage Statement has been submitted with the application which describes the character of the buildings and their attributes along with the impacts of the proposal on them. The workhouse and the chapel were Grade II Listed by CADW in 1991 as “an especially good Classical example of a former workhouse building”. It has the standard workhouse grid plan with separate courtyards for men and women with a linking central octagon. There may have been alterations in 1869 and it was enlarged to the right in 1902 with modern extensions during its hospital use.
- 7.15 It is proposed to demolish a number of the buildings and modern extensions. These are of little architectural merit and will assist in exposing parts of the Listed Buildings. The demolitions are therefore deemed to be acceptable. The proposed redevelopment aims to conserve historic features of the buildings and sympathetically replace missing features. Internally the building has been extensively modernised with internal partitioning and no significant features of historic or architectural significance remain. The internal layout aims to maintain the original character with the recording and preservation of any features of historic interest.
- 7.16 The proposed scheme aims to convert the buildings to a residential use to ensure the preservation of the buildings as heritage assets, without significantly affecting the exterior and preserving the workhouse’s appearance. This is to be achieved by maintaining the historic quadrant, retaining the front wall and sloping grassed areas, retention of external chimneys and internal staircases and limiting the number of new door openings in the external fabric, closure of existing door openings creation of new window openings and closure of existing window openings. The open spaces in the quadrant areas will be resurfaced with the introduction of new formal planting along with discrete parking areas. The conversion scheme aims to minimise intrusion into the historic fabric of the building and it is considered that this has been achieved with the increase in numbers without compromising the character of the building.
- 7.17 The scheme for the conversion of the chapel proposes its conversion into 6 one bedroom units with the insertion of a floor within the building to provide 6 apartments over two floors. As this is a large building it is considered that the approved scheme converting the chapel into 1 dwelling creates a unit which is too large in terms of the market demand in this area and it does not have any private amenity space which would be expected with a 4 bedroom unit. The Victorian Society have expressed concerns about the increase in units in this

building however, although there is an increase in the number of apartments within the building the impact on the external appearance of the building does not change from the consented scheme. The only changes being the insertion of roof lights in the roof of the building. It is therefore considered that current proposed option of converting the scheme into 6 units is acceptable in terms of the impact on the Listed building and achieving a viable use.

- 7.18 The workhouse building is an imposing structure and is three and four storey in places. Behind the workhouse the site slopes upwards with a significant change in levels. The retention of the ward block and its reuse assists in providing a transition between the different areas of the site and the new build properties on the elevated ground. The proposed apartment block provides an additional 27 apartments follows on this form of development providing a form of development which assists in this visual transition. The height of the block and the design has been amended during the course of the application to reduce the height of the building and to create a more simpler design which will be clad in stone, instead of the initial more modern glazing and panel clad design to be more in keeping with the character of the workhouse and its surroundings.

8.00 CONCLUSION

- 8.01 It is considered that the proposed development provides a scheme of conversion and new build which will provide a long term viable reuse of the Listed Buildings without significantly comprising the historic character of the Listed Buildings.

8.02 Other Considerations

- The Council has had due regard to its duty under Section 17 of the Crime and Disorder Act 1998 and considered that there would be no significant or unacceptable increase in crime and disorder as a result of the recommended decision.
- 8.03 The Council has acted in accordance with the Human Rights Act 1998 including Article 8 of the Convention and in a manner which is necessary in a democratic society in furtherance of the legitimate aims of the Act and the Convention.
- 8.04 The Council has had due regard to its public sector equality duty under the Equality Act 2010.
- 8.05 The Council has had due regard to its duty under Section 3 of the Wellbeing of Future Generations (Wales) Act 2015 and considered that there would be no significant or unacceptable impact upon the achievement of wellbeing objectives as a result of the recommended decision.

LIST OF BACKGROUND DOCUMENTS

Planning Application & Supporting Documents

National & Local Planning Policy

Responses to Consultation

Responses to Publicity

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