

JC250_PLANNING & HERITAGE STATEMENT

1. INTRODUCTION

- 1.1. This Combined Planning Statement, Design and Access Statement and Heritage Statement has been prepared in support of a planning application at Hamilton Care Home, 211–213 Bury New Road, Whitefield.
- 1.2. The application seeks planning permission for the construction of a single storey side extension to provide three additional resident bedrooms with en-suite facilities together with the partial demolition and incorporation of an existing ancillary office building into the proposed development.
- 1.3. The proposal will increase accommodation from 14 bedrooms capable of accommodating up to 23 residents to 17 bedrooms capable of accommodating up to 27 residents. The proposal also retains and improves the ancillary office accommodation necessary for the continued operation of the care home.
- 1.4. The site is situated within the All Saints Conservation Area and the building is identified on Bury Council's Draft Local List of Buildings of Special Architectural or Historic Interest. Accordingly, the proposal has been designed having regard to both the statutory heritage duties contained within the Planning (Listed Buildings and Conservation Areas) Act 1990 and the relevant heritage policies of the National Planning Policy Framework and Development Plan.
- 1.5. The statement demonstrates that the proposal represents a carefully considered and proportionate form of development which will preserve the character and appearance of the conservation area whilst securing significant operational, social and public benefits through the continued enhancement of an established residential care facility.

2. SITE DESCRIPTION

- 2.1. The application site comprises Hamilton Care Home, a substantial detached late Victorian or Edwardian villa situated on the eastern side of Bury New Road within Whitefield.
- 2.2. The property occupies a prominent position within the streetscene and forms part of a group of substantial historic properties which collectively contribute to the character and significance of the All Saints Conservation Area.
- 2.3. The building dates from approximately 1900 and exhibits a number of architectural characteristics associated with the period including:
 - Steeply pitched roof forms.
 - Decorative mock Tudor gables.
 - Red imperial brickwork.
 - Terracotta string courses and detailing.
 - Prominent chimney stacks.
 - Varied roofscape.
 - Traditional window openings.
- 2.4. The property has however evolved significantly over its lifetime and has experienced numerous alterations including replacement windows, alterations to rainwater goods, replacement fascias and various extensions and additions associated with its ongoing use and adaptation.
- 2.5. The property currently operates as a residential care home and provides accommodation for up to 23 residents.

- 2.6. To the northern side of the property is a lightweight ancillary office building used for the administration and management of the care home. The structure is of modern construction, clad in cement board panels and covered by a flat roof.
- 2.7. The building is visually detached from the architectural character of the principal property and makes little positive contribution to either the host building or wider conservation area.
- 2.8. The site benefits from established landscaping and a substantial garden setting. Vehicular access is taken from the existing access arrangements and approximately five off-street parking spaces are currently available.

3. RELEVANT PLANNING HISTORY

- 3.1. The property benefits from a long-established lawful use as a care home.
- 3.2. Planning permission was granted in 1986 for the change of use of the property to a residential care facility.
- 3.3. A subsequent proposal for conversion of the property into flats was refused in 2003.
- 3.4. The current application does not seek any change of use and instead facilitates the continued operation and enhancement of the established care home use.

4. LEGISLATIVE FRAMEWORK

4.1. Planning and Compulsory Purchase Act 2004

- 4.1.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 4.1.2. The Development Plan therefore forms the starting point for determination of the application.

4.2. Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.2.1. The application site lies within the All Saints Conservation Area.
- 4.2.2. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires decision makers to pay: "special attention to the desirability of preserving or enhancing the character or appearance of that area."
- 4.2.3. The courts have repeatedly confirmed that this statutory duty must be afforded considerable importance and weight.
- 4.2.4. In *Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council* [2014] the Court of Appeal confirmed that decision makers must give considerable importance and weight to heritage conservation objectives when carrying out planning balancing exercises.
- 4.2.5. Similarly, in *Forge Field Society v Sevenoaks District Council* [2014] the High Court confirmed that the statutory duty is not merely a material consideration but a matter requiring demonstrable weight in the decision-making process.
- 4.2.6. The assessment contained within this statement has therefore been undertaken having full regard to these statutory duties.

5. NATIONAL PLANNING POLICY FRAMEWORK

- 5.1. The National Planning Policy Framework (NPPF) establishes a presumption in favour of sustainable development.
- 5.2. Paragraph 8 identifies three overarching objectives of sustainable development:
 - 5.2.1.1. Economic.

5.2.1.2. Social.

5.2.1.3. Environmental.

- 5.3. The proposal contributes positively towards all three objectives through investment in an established care facility, provision of enhanced accommodation and the continued conservation of a heritage asset.

5.4. Achieving Well Designed Places

- 5.4.1. Chapter 12 of the NPPF recognises that good design is a fundamental component of sustainable development.
- 5.4.2. Paragraph 131 states that developments should function well and add to the overall quality of an area over the lifetime of the development.
- 5.4.3. Paragraph 135 requires development to be sympathetic to local character whilst not discouraging appropriate innovation.
- 5.4.4. The proposal achieves these objectives through the use of traditional forms, matching materials and architectural detailing derived directly from the host building.

5.5. Conserving and Enhancing the Historic Environment

- 5.5.1. Section 16 establishes the Government's approach towards heritage assets.
- 5.5.2. Paragraph 205 requires local authorities to identify and assess the significance of heritage assets affected by a proposal.
- 5.5.3. Paragraph 208 confirms that where a development proposal leads to less than substantial harm this harm should be weighed against the public benefits of the proposal.
- 5.5.4. The proposal is considered to preserve the character and appearance of the conservation area and preserve the significance of the Draft Local List building.
- 5.5.5. Should any limited heritage harm be identified through the removal of deteriorated chimney stacks, such harm would clearly fall at the very lowest end of the less than substantial harm spectrum and would be substantially outweighed by the public benefits arising from the proposal.

6. PLACES FOR EVERYONE JOINT DEVELOPMENT PLAN

- 6.1. The Places for Everyone Plan forms part of the Development Plan for the area.
- 6.2. The proposal has been assessed against the relevant strategic policies including JP-S1, JP-H3, JP-P1 and JP-P2.

6.3. JP-S1 Sustainable Development

- 6.3.1. The proposal represents sustainable development through:
- Efficient use of previously developed land.
 - Investment in existing social infrastructure.
 - Enhancement of care provision.
 - Continued use of an existing building.
 - Limited environmental impact.

6.4. JP-P1 Sustainable Places

- 6.4.1. The proposal contributes positively towards place-making objectives through sensitive design and reinforcement of local character.
- 6.4.2. The proposal responds directly to the architectural language of the host building and wider conservation area.

6.5. JP-P2 Heritage

- 6.5.1. Policy JP-P2 seeks conservation and enhancement of heritage assets and their settings.
- 6.5.2. The proposal preserves the significance of both the conservation area and the Draft Local List building through:
- Retention of the principal historic building.
 - Use of matching traditional materials.
 - Removal of visually poor ancillary structures.
 - Sensitive extension design.
 - Continued viable use of the heritage asset.

7. DESIGN AND ACCESS STATEMENT

7.1. Design Evolution

- 7.1.1. The proposed extension has evolved from a detailed assessment of the site's operational requirements, heritage significance, physical constraints and contribution to the character and appearance of the All Saints Conservation Area.
- 7.1.2. The principal objective has been to provide additional resident accommodation whilst preserving the architectural integrity of the host building and maintaining its contribution to the conservation area.
- 7.1.3. An alternative approach was considered during the development of the scheme of a two storey side extension. This option was discounted as it would increase visual prominence within the conservation area and result in a less subordinate form of development.
- 7.1.4. The adopted solution utilises the northern side garden path area and incorporates the existing ancillary office accommodation within a coherent single-storey extension. This approach minimises intervention to the principal historic building whilst improving the appearance of existing ancillary structures.

7.2. Design Principles

- 7.2.1. The design has been informed by the following principles:
- Preservation of the significance of the Draft Local List building.
 - Preservation of the character and appearance of the All Saints Conservation Area.
 - Provision of high-quality accommodation for care home residents.
 - Rationalisation and visual improvement of existing ancillary structures.
 - Use of traditional materials and detailing derived from the host building.
 - Creation of a subservient addition which remains clearly secondary to the principal building.

8. HERITAGE STATEMENT

8.1. Significance of the Heritage Asset

- 8.1.1. The building is identified on Bury Council's Draft Local List and forms a positive contributor to the significance of the All Saints Conservation Area.
- 8.1.2. Its significance derives principally from:
- Historic age and origins.
 - Architectural quality.
 - Streetscene presence.

- Contribution to local character.
- Association with the historic suburban development of Whitefield.

8.1.3. The principal heritage significance resides in the overall form, architectural composition and contribution of the building to the streetscene and Conservation Area rather than in individual later alterations.

8.2. Existing Condition

8.2.1. The property has experienced extensive alteration over many decades.

8.2.2. These include:

- Replacement windows.
- Modern rainwater goods.
- Altered fascias.
- Modern signage.
- Later additions.
- Ancillary outbuildings.

8.2.3. Consequently, whilst the building retains heritage significance, it is not an untouched example of its original form.

8.2.4. Its significance is derived primarily from its overall architectural composition and contribution to the conservation area.

8.3. Assessment of Proposed Works

8.3.1. Side Porch Demolition

8.3.1.1. The side porch is considered a later addition, appearing to date from the 1940s and does not form part of the original circa 1900 construction. Older window openings have been bricked up to accommodate it. The porch masonry is accrington nori engineering brick which does not match the original brickwork.

8.3.1.2. Its removal is not considered harmful to the significance of the heritage asset. Indeed, removal assists in simplifying the composition of the northern elevation.

8.3.2. Existing Office Building

8.3.2.1. The existing office building is a modern lightweight structure with cement board cladding and a flat roof and makes little positive contribution to either the host building or conservation area

8.3.2.2. The proposal significantly improves the appearance of this element through its incorporation within a coherent masonry extension and represents a heritage enhancement.

8.3.3. Extension Design

8.3.3.1. The extension has been deliberately designed to reflect the host building. Key design features include:

- Matching brickwork.
- Matching slate roofing.
- Terracotta detailing.
- Traditional proportions.
- Conservation rooflights.
- Stepped parapet feature.

- 8.3.3.2. The development therefore preserves the architectural character of the building and conservation area.

8.3.4. Chimney Removal

- 8.3.4.1. A number of secondary chimney stacks are proposed to be removed above roof level due to their poor structural condition. The principal chimney stack on the eastern elevation, which is the most prominent and architecturally significant element within the roofscape, is to be retained. Chimney breasts will also be retained below roof level where practicable.
- 8.3.4.2. The proposal departs from the general conservation area guidance which seeks retention of chimney stacks. However, in this instance the affected chimneys are structurally compromised and their retention would require substantial reconstruction rather than repair.
- 8.3.4.3. The level of harm is considered to be very low for the following reasons:
- The principal and most visually prominent chimney stacks are retained.
 - The affected chimney stacks are of lesser prominence within public views of the building.
 - Retention would require substantial rebuilding rather than repair, resulting in a significant loss of historic fabric.
 - The principal roof forms, massing and architectural composition of the building will remain unaltered.
 - The building's historic character and appearance will remain readily legible within both immediate and wider views.
- 8.3.4.4. Whilst the loss of the secondary chimney stacks will slightly reduce the historic richness of the roofscape, the impact on the significance of the building and the character and appearance of the Conservation Area is considered to be limited and less than substantial. On balance, the proposal represents a proportionate response to the poor structural condition of the affected chimneys whilst retaining the key roofscape features that contribute most strongly to the building's architectural character.

9. IMPACT ON THE ALL SAINTS CONSERVATION AREA

- 9.1. The extension is only partially visible from public viewpoints along Bury New Road.
- 9.2. The most visible element comprises the stepped parapet feature.
- 9.3. The majority of the extension is screened behind the principal building and is primarily visible only from secondary viewpoints to the rear.
- 9.4. The proposal occupies part of the northern side curtilage which currently functions primarily as a service and circulation area rather than as part of the principal garden setting of the property.
- 9.5. The mature landscaped areas to the south and east, which make the greatest contribution to the building's setting and appearance, are retained. The building therefore continues to be experienced within a spacious landscaped setting characteristic of the substantial villas that define this part of the Conservation Area.
- 9.6. The proposal preserves the established pattern of development and does not disrupt important views, vistas or townscape relationships.
- 9.7. Furthermore, the replacement of a modern ancillary building with a carefully detailed brick extension improves the overall appearance of the site.
- 9.8. The proposal therefore preserves the character and appearance of the All Saints Conservation Area.

10. PUBLIC BENEFITS

10.1. The proposal delivers significant public benefits including:

- Provision of three additional en-suite resident bedrooms, improving the quality of accommodation available at the care home.
- Enhanced dignity and privacy for residents.
- Continued viability of an established care facility.
- Improved operational accommodation.
- Investment in a locally significant building.
- Enhancement of an unsympathetic ancillary structure.
- Support for local care provision.

These benefits carry substantial weight in favour of the proposal.

11. PLANNING BALANCE

- 11.1. The proposal constitutes sustainable development.
- 11.2. It preserves the character and appearance of the All Saints Conservation Area.
- 11.3. It preserves the significance of the Draft Local List building.
- 11.4. Any heritage impact associated with chimney removal is extremely limited and falls at the lowest end of the less than substantial harm spectrum.
- 11.5. That limited impact is decisively outweighed by the significant public benefits arising from improved care accommodation, enhanced resident welfare, continued operation of the care home and investment in a valued local heritage asset.

12. CONCLUSION

- 12.1. The proposal represents a carefully considered and sympathetic extension to an established care home within the All Saints Conservation Area.
- 12.2. The design responds directly to the architectural character of the host building through the use of matching materials, traditional detailing and a subordinate scale.
- 12.3. The development secures improved accommodation standards, enhances operational functionality and supports the continued long-term use of a locally significant heritage asset.
- 12.4. The proposal accords with the National Planning Policy Framework, the Places for Everyone Joint Development Plan, the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990 and relevant design and heritage objectives.