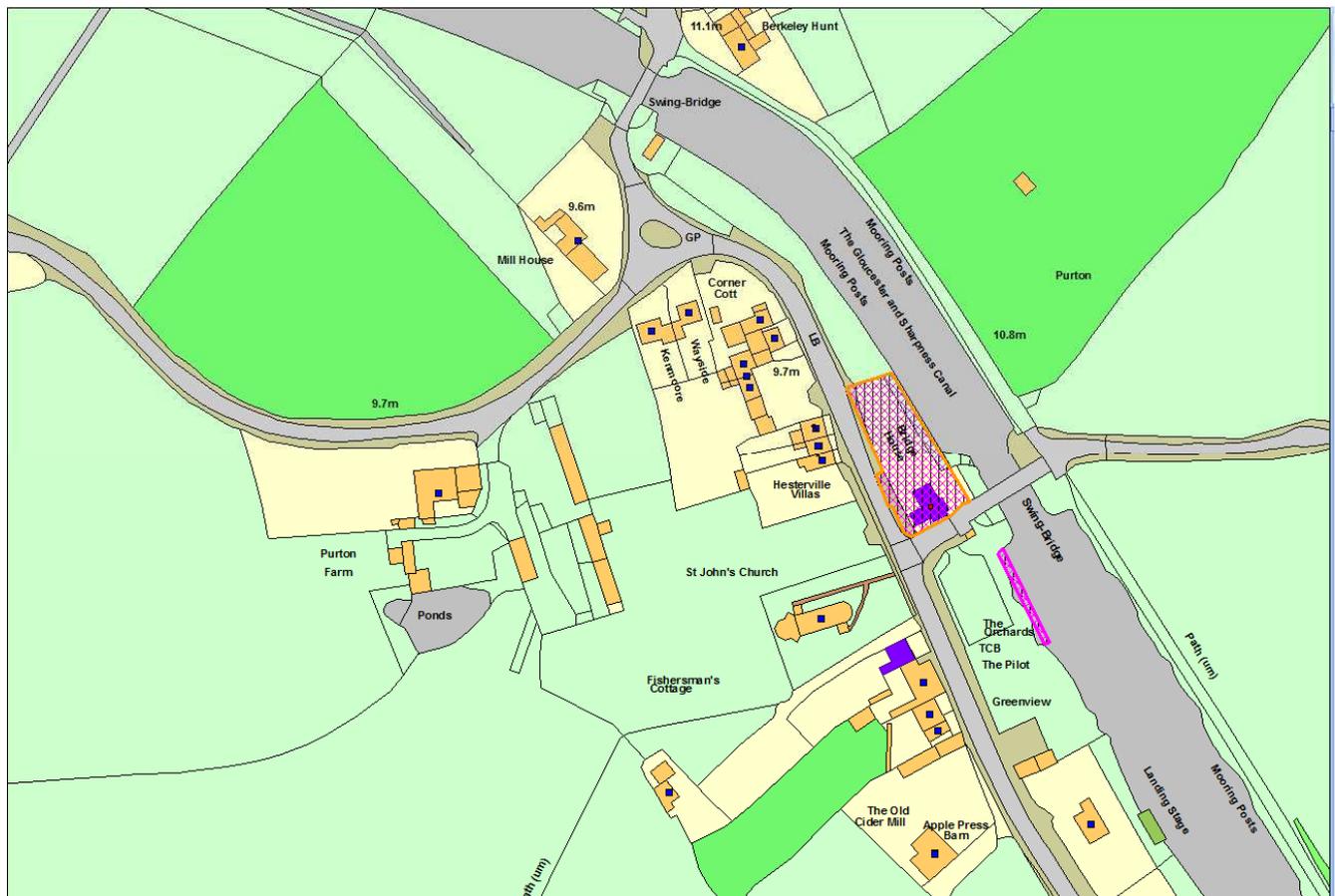




## Development Control Committee Schedule 25/04/2017

<b>Item No:</b>	<b>03</b>
<b>Application No.</b>	S.16/2837/FUL
<b>Site No.</b>	PP-05695943
<b>Site Address</b>	Bridge House, Purton, Berkeley, Gloucestershire
<b>Town/Parish</b>	Hinton Parish Council
<b>Grid Reference</b>	369202,204209
<b>Application Type</b>	Full Planning Permission
<b>Proposal</b>	Proposed rowing club facility including erection of a boathouse and a new pontoon.
<b>RECOMMENDATION</b>	<b>PERMISSION</b>
<b>Call in Request</b>	Councillor Gordon Craig



<b>Applicant's Details</b>	University of the West of England Frenchay Campus, Coldharbour Lane, Bristol, BS16 1QY,
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<b>Agent's Details</b>	LPC (Trull) Ltd Trull, Tetbury, GL8 8SQ
<b>Case Officer</b>	Holly Simkiss
<b>Application Validated</b>	10.01.2017
	<b>CONSULTEES</b>
<b>Comments Received</b>	Canal & River Trust (E) Biodiversity Officer Planning Strategy Manager (E) Conservation South Team Parish / Town Health And Safety Executive
<b>Not Yet Received</b>	Cotswold Canal Trust (E) Development Coordination (E) Severn Trent Water Ltd (E)
<b>Constraints</b>	HSE Consultation Zone Purton Water Works Key Wildlife Sites - Polygons Listed Building Within 50m of Listed Building
	<b>OFFICER'S REPORT</b>

### MAIN ISSUES

- o Principle of development
- o Design and appearance
- o Residential Amenity
- o Noise
- o Highways
- o Ecology
- o Archaeology and Heritage Assets

### DESCRIPTION OF SITE

The application site comprises a 19th Century Grade II Listed building known as Bridge House and its associated residential curtilage. The house is single storey and is one of a group of 8 similar bridge keeper's houses on the Gloucester/Sharpness canal. The house has previously been extended (1977) in two locations (to the south-west and north-west elevations). The building is in a poor state of repair.

The site is located immediately adjacent to the Sharpness Canal. The site is not affected by any other landscape designations.



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The site is linear following the axis of the canal. The house is positioned to the south of the site with a garden area (and outside w.c.) extending away to the north.

The site is bordered to the west by mature hedgerow planting; to the east the site is open and fronts onto the canal. To the south is a public car park and swing bridge; the pontoon is located to the east of the car park.

### **PROPOSAL**

The proposal is for the change of use of the existing Bridge House Grade II Listed Building from residential to use as a boat club for the University of the West of England, the erection of a new boathouse building, including a new public toilet facility, and the replacement of the existing pontoon, to the southeast of the swing bridge, with a larger pontoon to provide an improved launch facility for the users of the boat club. A new vehicle entrance, boat manoeuvring, trailer storage and on-site parking area are proposed between Bridge House and the proposed boathouse.

The toilet facilities are retained by The Canal and River Trust, together with a right of access.

### **REVISED DETAILS**

Revised plans and amended Design and Access Statement received 03.04.2017.

### **MATERIALS**

Boathouse Roof: Green planted roof with aluminium eaves.

Walls: Vertical timber (Cedar) cladding.

### **REPRESENTATIONS**

#### **Statutory Consultees:**

Parish Council: object.

SDC Water Resources Engineer: no objection.

SDC Environmental Health Officer: no objection.

SDC Biodiversity Officer: no objection.

SDC Conservation Officer: object.

Canal and River Trust: object.

#### **Public:**

Approximately 52 letters of objection (including repeated responses), 14 letters of comment and 4 letters of support.

Concerns raised include:

1. Principle of development,
2. Out of character, size and scale,
3. Insufficient village infrastructure to support proposal,
4. Lack of parking,
5. Impact on residential amenity,
6. Impact on listed building,
7. Highway impact,
8. Hours of operation,



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9. Impact on canal,
10. Design of building, overbearing impact,
11. Ecology,
12. Public safety,
13. Intensification of use of canal.

### **NATIONAL AND LOCAL PLANNING POLICIES**

National Planning Policy Framework.

Available to view

at:<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf>

### **Planning (Listed Buildings and Conservation Areas) Act 1990**

Section 66(1).

Stroud District Local Plan.

Policies together with the preamble text and associated supplementary planning documents are available to view on the Councils website:

[https://www.stroud.gov.uk/media/1455/stroud-district-local-plan\\_november-2015\\_low-res\\_for-web.pdf](https://www.stroud.gov.uk/media/1455/stroud-district-local-plan_november-2015_low-res_for-web.pdf)

Local Plan policies considered for this application include:

- CP1 - Presumption in favour of sustainable development.
- CP3 – Settlement Hierarchy.
- CP13 – Demand management and sustainable travel measures.
- CP14 - High quality sustainable development.
- CP15 – A quality living and working countryside.

EI11 - Promoting sport, leisure and recreation.

ES3 - Maintaining quality of life within our environmental limits.

ES4 - Water resources, quality and flood risk.

ES6 - Providing for biodiversity and geodiversity.

ES7 - Landscape character.

ES10 - Valuing our historic environment and assets.

ES11 - Maintaining, restoring and regenerating the District's Canals.

ES12 - Better design of places.

The application has a number of considerations which both cover the principle of development and the details of the proposed scheme which will be considered in turn below:

### **PRINCIPLE OF DEVELOPMENT**

At the heart of the Local Plan and the NPPF is a presumption in favour of sustainable development. Proposals for development in this rural location would not normally be supported as the Local Plan seeks to prevent the proliferation of development in areas away from existing settlement development limits where policy criteria are not met.



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The application proposes to change the use of an existing residential dwelling in to a clubhouse that would provide:

1. Changing rooms
2. Store room
3. Briefing room
4. Kitchen/common room.

The internal changes proposed to the layout of the building includes:

1. Blocking up of internal door between kitchen and middle room
2. Removal of internal walls between bedroom, bathroom and middle room.
3. New partition walls.

The existing house will benefit from replacement windows (painted hardwood to replicate the originals) and repairs to the external render and masonry, making good any defects.

The principle considerations and related Local Plan Policies include E111 (Promoting sport and leisure) and ES11 (Maintaining, restoring and regenerating the Districts Canals). The proposed change of use would facilitate the existing UWE rowing club. The canal is already an established recreational area both on and off the water. The intensification of the use of the canal is supported by virtue of Policy E111 as the proposal could be viewed as an improvement to facilities.

Policy ES11 seeks to encourage the restoration of and functional improvements to the Stroud Canals. Bridge House is in a poor state of repair and requires investment in order to ensure its on-going viability and function. The extension to the pontoon would facilitate increased launch facilities thereby improving the potential for increased recreational use.

Under Policy CP15, a scheme could be considered acceptable in this location provided it is essential to be located there in order to promote public enjoyment of the countryside and support the rural economy through employment, sport, leisure and tourism and provided the detailed proposals satisfy the criteria for exceptional development. All material planning considerations must therefore be considered and balanced against one another.

The canal is already in use as a recreational facility. The actual level of activity on the canal however falls outside the controls of the planning system.

By its very nature the proposed development requires a canal-side location but, to comply with the criteria set out in Delivery Policy E111 for new sports facilities, it is important to be satisfied that the low level profile, timber framed and clad, green roof design of the proposed boathouse sufficiently minimises the scale and impact of the new building on the setting of Bridge House. The built development is appropriately contained within the existing curtilage of Bridge House and will enable the canal related re-use of a significant listed building, positively contributing to the canal side environment. The inclusion of a public toilet facility, with separate pedestrian access off Riddle Street, is supported as providing a community facility thereby promoting accessibility to the canal for leisure and recreational purposes in accordance with Delivery Policy ES11 for regenerating the District's canals.



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The principle of the re-use of this site is therefore considered to be acceptable and compliant with the Policy thrust of CP15 and ES11.

### **DESIGN AND APPEARANCE**

The new boathouse is proposed to the north of the house and on garden land. A large concrete apron for vehicle access and parking will separate the existing house from the boathouse. The boathouse is a contemporary design, constructed from natural materials; timber cladding under a green planted roof. The buildings roofline takes on a flowing form, decreasing in height across the site and is lower in overall height to that of the listed house. Due to this and the significant degree of separation between the two buildings, the boathouse could not be considered to be overbearing or overly dominant.

The building has been kept to a minimum in terms of its internal height (3.10m) in order to reduce its external impact but also for function so that boats can be racked at appropriate reachable heights. The building has been set down within the site in order to lessen its visual impact.

The proposed building is lightweight in terms of its structure; it is functional and subservient. The applicants have indicated that they would be content with a restrictive planning condition being imposed to remove the building in the event that the use of the site ceases, therefore rendering the building essentially temporary and any harm reversible.

The Canal and River Trust have objected to the proposed repositioning of the toilet but recommends that its location be subject to a planning condition. The proposed location is readily accessible by way of its own pedestrian access from Riddle Street. The proposed location would allow easier access which would accord with the proposed use of the site. It is considered that to impose a planning condition requesting its relocation would not be reasonable as the application proposes to fix the position from the outset. Any finer details regarding the use of the welfare facility falls outside of the planning domain and would be a matter between the two interested parties. If the toilet facilities are made available (as proposed) to the public, then this is considered to provide a public benefit.

Any works to the pontoon would have to be agreed by the Canal and River Trust and they have recommended a planning condition in this regard. In principle however, the extension to the pontoon is considered to be appropriate in terms of appearance, form and function and would encourage canal and water related activities.

The proposed improvements to the listed building are welcomed and are not considered to be contentious in planning terms. The full impact in terms of historic legitimacy will be considered under a separate listed building application.

### **RESIDENTIAL AMENITY**

The boathouse is proposed opposite numbers 1-3 Herterville Villas. The sites are separated by Riddle Street and the application site is well screened by an established hedgerow. Whilst the right to a view is not a material planning consideration, an impact on the amenities of these properties must be considered.



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By virtue of the single storey nature of the proposed building and the degree of separation it is considered that there would be no unacceptable level of impact that would warrant refusal on this ground alone.

### **NOISE**

Comments received have highlighted a concern about the level of noise associated with the rowers and amplified vocal instruction. The applicant has confirmed that the rowers use headsets to communicate and this could be controlled by a suitably worded planning condition.

Concern has also been raised regarding noise associated with movement of vehicles and boats. Training is proposed on a Wednesday afternoon and at the weekends. It is noted that activities already exist in terms of recreational use of the canal and the car park adjacent to the site. Such activities are not subject to any time restrictions and it is considered unreasonable to restrict operational hours, which is also covered by separate Environmental Health legislation.

### **HIGHWAYS**

Vehicle movements associated with the proposed change of use to D2 are not proposed as being significant:

1. 1 bus, once at the beginning of term 1,
2. 2 minibuses per day
3. 4 cars (maximum) per day

This equates to an expectation of 6 vehicles arriving at the site per day, 18 per week (operational 3 days a week). The anticipated vehicle trip generation is not considered to be significantly different to that of a residential use where 6 trips a day would be expected (equivalent to 42 trips per week).

Formal are awaited from County Highways but are not expected to be negative.

### **ECOLOGY**

An ecological assessment has been submitted in support of the application and considered by the SDC Biodiversity Officer. No objection is raised to the proposal subject to a planning condition for a Construction Environmental Management Plan.

### **ARCHAEOLOGY & HERITAGE ASSETS**

Bridge House is Grade II Listed and part of a group of 8 similar bridge houses along the Gloucester/Sharpness Canal. It is not possible to view them as a complete group and they are only viewed in isolation and independent of one another.

The building is in a poor state of repair and requires investment. This proposal would facilitate the required improvements and as such is supported in principle.

Consideration however must be paid to the impact of the adjacent new boathouse. The new building is proposed as being set back from the main house and separated by a concrete hard standing area that will be used for storage, parking and manoeuvring of vehicles.



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The building is modern in terms of its form and constructed of natural materials in muted tones. The green roof will be visible from adjacent properties and from the road but will read as an extension to the existing mature hedgerow. The building takes on an organic form of a rolling curve, which enables the roof height to decrease as it extends northwards. The building will appear as a functional storage building and as such would not appear as out of place along the canal setting. Paragraph 60 of the NPPF is relevant in this regard as it suggests that innovation in design should not be stifled.

The setting of the listed building is a key consideration; however, it is considered that the key visual association is one of Bridge House and the swing bridge. This historic visual relationship will not be impeded as the proposed building is to the north of the site and visually separated by the hard standing area.

The group significance of the 8 bridge houses is also a key factor. However, each of the bridge houses is viewed in isolation and not as a group entity. Bridge House has historically been extended and has diminished the original cruciform plan. The front canal facing elevation contains key characteristics of a shallow pediment and portico supported by two Doric columns. This view will remain in its entirety and will not be interrupted or eroded by virtue of the proposed adjacent development.

In addition and in order to limit any perceived harm, the applicant has indicated that they would accept a planning condition requiring the removal of the building in the event that the use ceases. The level of harm to the building and its setting is therefore considered to be less than significant.

Paragraph 134 of the NPPF requires any proposal that would lead to less than substantial harm to the significance of a designated heritage asset, should be weighed against the public benefits of the proposal. This proposal would ensure an on-going viable use for the building; it may not be its original or intended use but it secures the preservation of the building.

Public benefit would be provided in terms of access to improved recreational facilities on the canal by virtue of the improved pontoon and the opportunity for the University to grow its rowing team.

The objection raised by the Conservation Officer is duly noted, however, when considering the planning balance, it is concluded that the benefits of the proposal are afforded greater weight.

### **REVIEW OF CONSULTATION RESPONSES**

Consultation responses and concerns raised have been considered in the main body of this report.

### **RECOMMENDATION**

The proposal is considered to give rise to additional water based activities on the canal; however this is supported and encouraged by Policy EI11 of the adopted Local Plan. Alterations are proposed to the listed building in terms of internal alterations to facilitate the



## Development Control Committee Schedule 25/04/2017

use of the building but these are not considered to be contentious and the main fabric of the building will be retained.

Whilst new sports facility development should normally be located within settlements, within settlement limits, the proposal could contribute to the rural economy in the area, and enhance the historic and special character of the canal environment, as an exception to the general approach.

The proposal to bring an otherwise vacant listed building back into a viable use is welcomed. The proposed boathouse is considered to be a low key building that would not cause significant harm to the listed building or its setting. The view of the main listed building and its historical association with the swing bridge will not be interrupted or diminished therefore ensuring its relationship is maintained.

It is considered on balance that this proposal would ensure an on-going viable use for the listed building that would cause less than significant harm to the building and its setting.

A planning condition is recommended to ensure that in the event that the use ceases on the site that the building is demolished and the ground returned to its grass.

Taking all matters into consideration, conditional permission is recommended.

### HUMAN RIGHTS

In compiling this recommendation we have given full consideration to all aspects of the Human Rights Act 1998 in relation to the applicant and/or the occupiers of any neighbouring or affected properties. In particular regard has been had to Article 8 of the ECHR (Right to Respect for private and family life) and the requirement to ensure that any interference with the right in this Article is both permissible and proportionate. On analysing the issues raised by the application no particular matters, other than those referred to in this report, warranted any different action to that recommended.

### RECOMMENDATION: PERMISSION

<b>Subject to the following conditions:</b>	<ol style="list-style-type: none"><li data-bbox="451 1563 1511 1825">1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.  Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.</li><li data-bbox="451 1854 1511 2031">2. The development hereby permitted shall be carried out in all respects in strict accordance with the approved plans listed below:  Design &amp; Access Statement of 03/04/2017 Plan number = REVISED</li></ol>
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Proposed floor plan of 03/04/2017  
Plan number = 431 AI CD 115-B Version number = GROUND

Proposed Elevations of 03/04/2017  
Plan number = 431 AI CD 216

Other of 03/04/2017  
Plan number = 431 AI CD 116-B Version number = PONTOON  
PLAN

Transport assessment of 03/04/2017

Proposed floor plan of 03/04/2017  
Plan number = 431 AI CD 114-B Version number =  
BOATHOUSE

Proposed Elevations of 03/04/2017  
Plan number = 431 AI CD 213-B Version number = BRIDGE  
HOUSE

Proposed Elevations of 03/04/2017  
Plan number = 431 AI CD 212-B

Proposed floor plan of 03/04/2017  
Plan number = 431 AI CD 112-B Version number = GROUND

Roof plan of 03/04/2017  
Plan number = 431 AI CD 113-B

Section of 03/04/2017  
Plan number = 431 AI CD 215-B

Site Plan Proposed of 03/04/2016  
Plan number = 431 AI CD 111 -B

Proposed Elevations of 03/04/2017  
Plan number = 431 AI CD 214-B Version number = STREET

Reason:

To ensure that the development is carried out in accordance with the approved plans and in the interests of good planning.

3. No development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP) has been submitted to and approved in writing by the local planning authority. The CEMP shall include the



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following:

1. Mitigation measures to avoid impacts such as contamination of the Gloucester and Sharpness canal Key Wildlife Site.
2. Timings of sensitive works to avoid harm to biodiversity features

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details.

Reason:

In the interests of protected species on the site and compliant with Policy ES6 of the adopted Stroud District Local Plan, November 2015.

4. The boathouse storage and workshop building hereby permitted shall only be used as described on the approved plans and shall not be converted to, or used as, living accommodation.

Reason:

To enable the Local Planning Authority to retain control over the use of the premises.

5. The permission hereby granted shall be personal to the applicant (University of the West of England) only and shall not inure for the benefit of the land or any other person or company, without written permission from the Local Planning Authority. If, after this permission has been implemented, the applicant ceases to be the occupier or the use ceases, the use hereby permitted shall be discontinued, the boathouse removed and the garden land reinstated to its former condition within 6 months of the use ceasing.

Reason:

Permission has only been granted due to the details of the application as submitted.

6. The building hereby permitted shall not be brought into use until a scheme for any external lighting specifying the type, location, mounting height, light levels and alignment of any external light fittings to be erected on the site has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details and maintained as such thereafter.



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Reason:

This matter will require further consideration; to prevent light pollution and to ensure no adverse impact on neighbouring amenities.

7. No boathouse related building works shall take place until full details (samples if appropriate) of the timber cladding and green roof to be used in the construction of the external surfaces of the building works hereby permitted have been submitted to and approved by the Local Planning Authority. Development shall then only be carried out in accordance with the approved details.

Reason:

In the interests of the visual amenities of the area.

Informatives:

1. In accordance with Article 35 (2) the Local Planning Authority have worked with the Applicant. The case officer was in regular contact with the applicant/agent and the community, acting in a positive and proactive manner, seeking dialogue and solutions. Copies of this correspondence is on the electronic planning file.