

PLANNING BRIEF FORMER WESTCLIFFE HOSPITAL, TURNHURST ROAD, CHELL, STOKE-ON-TRENT

1. INTRODUCTION

- 1.1 The City Council has prepared this brief to guide potential bidders in drawing up proposals for the site of the former Westcliffe Hospital, Turnhurst Road, Chell. This document sets out the Council's intentions for the future use of the site, and also the requirements and expectations for development. The advice is given without prejudice to any decision made in the formal determination of a planning application.
- 1.2 The site has been identified for development under the Extra Care PFI. With a site area of 2.23 hectares, the site can accommodate approximately 135 extra care units, comprising a mix of 1 and 2 bedroom self-contained apartments for older people.
- 1.3 As well as housing units, the development will offer a range of communal facilities which are considered vital to the development of social support networks within extra care housing schemes. Facilities will be open to older residents within the wider community to enable them to take part in activities and access services. Proposals should therefore provide a high level of communal spaces to complement the residential accommodation, conforming to guidance on housing for older people issued by the Homes and Communities Agency (HCA).

2. THE SITE AND ITS SURROUNDINGS

- 2.1 The site comprises the former Westcliffe Hospital and grounds fronting Turnhurst Road, Chell, Stoke-on-Trent. It covers a total area of 2.23 hectares and is identified on Plan 1 and aerial photo (attached at Appendix 1).
- 2.2 The Westcliffe Hospital closed in 2007. The previous lease arrangement has subsequently been relinquished by the Primary Care Trust, and control of the land has reverted to Stoke-on-Trent City Council.
- 2.3 The site is situated in the northern part of the City, approximately 6 kilometres from Stoke-on-Trent City Centre and 2 kilometres from Tunstall town centre. It is located within an area of mainly residential development and community uses.
- 2.4 Vehicular access to the site is via a singular point onto Turnhurst Road. It is located at the northern end of the site.
- 2.5 A small cul-de-sac of dwellings is situated immediately to the south of the former Westcliffe Hospital site, and to the north is Claybourne House, a residential nursing home. To the east of the site lies a former cricket ground and an area of open space and ridgeline feature, which is crossed by a public footpath.

- 2.6 The existing James Brindley High School and facilities are located to the south east of the former hospital site. The school is to be replaced as part of the Building Schools for the Future programme and detailed plans for the replacement Academy were approved in June 2011 (under application ref: 52162). The proposals will provide sports pitches and athletics tracks on the open space directly to the rear/east of the Extra Care site. The new Academy buildings, together with vehicle turning and parking area will be located to the south east of the hospital site. Construction is commenced winter 2011.
- 2.7 The nearest neighbourhood centre providing local shops is located on Biddulph Road, to the south east of the site. Other facilities including pub and convenience store are located on Silverstone Crescent off Turnhurst Road, to the north west. A pharmacy and health centre are both situated to the north of the site on Mellor Street and Thomas Street.

3. PLANNING POLICY CONTEXT

Adopted Development Plan Policies

- 3.1 Relevant policies will need to be taken into account during the preparation of development proposals and in the determination of any planning applications. Other 'material considerations' may also influence proposals. A list of relevant planning policies and material considerations is provided at Appendix 2.

4. DEVELOPMENT CONSIDERATIONS

Archaeology and Heritage

- 4.1 Westcliffe hospital originated as the Wolstanton and Burslem Union workhouse, constructed in 1839-40 under the auspices of the New Poor Law of 1834. The complex developed over the latter half of the 19th century and, in 1922, became the workhouse for the new Stoke and Wolstanton Union (an amalgamation of the Wolstanton and Burslem Unions). The Poor Law itself was repealed soon afterwards and the workhouse was taken over by Stoke-on-Trent Corporation as a 'public assistance institution'. Further buildings were added at this time, including an annex to the earlier nurses' home. With the foundation of the National Health Service in 1948 the site became a hospital, utilising many of the workhouse buildings for this new function. In the 1980s, the northern half of the hospital, which included most of the original workhouse buildings, was demolished and subsequently replaced by the Claybourne Nursing Home. These early buildings were recorded by the Stoke-on-Trent Historic Buildings Survey prior to their demolition. The hospital eventually closed in October 2007.
- 4.2 Whilst none of the buildings that remained on site were statutorily listed, all were of interest in terms of the development of the workhouse and the later hospital. They included the 'new infirmary', lodge and vagrants' ward, built in 1893/4; the 1900-24 infirmaries, nurses' home and mortuary; and a 1924-1937 nurses annex. All of the buildings were recorded by the City Council in 2008 and 2011.
- 4.3 The central gable features of the 1894 hospital wing i.e. oriel windows and a date stone should be incorporated in some way in the redevelopment of the site. These features have been retained by the Council, details of which will be made available during the PFI procurement process.
- 4.4 The Lodge building shell will be made safe prior to the PFI contract being let and will be available to the developer to refurbish and fit out to suit the requirements of the project.

- 4.5 The roof space of the Lodge has the potential to be converted into a bat loft in response to the bat relocation programme, see paragraphs 4.15-4.20. The external roof finish, access to the loft from the exterior and the internal linings of the loft must not be disturbed in any way. All bat flight paths to and around the Lodge building must be maintained free from obstruction during the development works and for the following ten years.
- 4.6 The existing boundary walls and access gates should be retained and refurbished in any redevelopment scheme on the site.

Access, Parking and Highway Considerations

- 4.7 A Transport Assessment will be required to support a planning application, and should be based on the following advice and subsequent pre-application discussions with Highways officers.
- 4.8 Vehicular access to the extra care development site will be from Turnhurst Road, most likely in its current location.
- 4.9 Within the development site, parking levels should be based on former City Plan 2001 standards, unless the application includes justification for an alternative level of parking based on analysis of similar facilities. Parking areas should be suitably surfaced in a permeable material, and should be clearly marked out and well-lit. The extra care parking requirements are to be met entirely within the site. It is recommended that early discussions are held with City Council Highways to determine the level of parking required.
- 4.10 Servicing arrangements will need to be justified within the Transport Assessment and the design of development will need to include ambulance parking and drop-off point.
- 4.11 A Travel Plan should also be prepared to support the planning application, and this should relate to the whole site including both residents and staff.
- 4.12 Consideration should be given to establishing a car share scheme/club for the new development.
- 4.13 Development on this site should meet current standards relating to sustainable drainage, as set out in PPS25.

Existing Trees

- 4.14 A full Tree Survey has already been undertaken by the local authority, a copy of which is available for use in preparing detailed proposals. The Tree Survey provides categorisation of individual trees and groups of trees in accordance with British Standard criteria. None of the trees on site are subject to a Tree Preservation Order; however there is a general presumption in favour of retaining all trees wherever possible. Removal of any mature trees will require justification and a detailed landscaping scheme which includes any appropriate replanting should be prepared in consultation with city council officers and should form part of the detailed proposals.

Ecology

- 4.15 Small numbers of bats have been confirmed as using the hospital buildings as roost sites in the past few years and a Natural England licence has been issued to allow for the destruction of their roosts as a result of building demolition.
- 4.16 To mitigate for the loss of roosting sites, a purpose built bat cote has been built on the site, the precise location and design is shown on the plans attached as Appendix 3. A minimum of four metres width of scrub has been/will be planted around the cote and this buffer must be maintained in perpetuity with security fencing erected during construction activities to

protect it and the cote. High level floodlighting of the new development will be restricted. External lighting in proximity to the bat cote will be low level or low intensity. The bat cote will remain within the management and control of Stoke-on-Trent City council up the beginning of the PFI construction period. Following this, management and responsibility for it will be handed to the new site owners under a S106 agreement.

- 4.17 Nine bat boxes have been erected on three trees on or adjacent to the site boundaries (see location plan at Appendix 3) and these must be left undisturbed and their trees protected during future development of the site. The bat boxes must be maintained in situ for at least 10 years with damage or loss to boxes being repaired or replaced.
- 4.18 All the above measures are legally binding as part of the Natural England licence EPSM2009-818 D. Failure to comply with them could lead to prosecution under the Conservation (Natural Habitats, and c.) Regulations 1994 (amended).
- 4.19 Provision for roosting sites for bats of the species pipistrelle and brown long-eared may also be included in the new buildings to be erected on site. The specific number, location and design of these roosts can be negotiated with a bat consultant and the Local Planning Authority's Ecologist. Examples of roost designs that can easily be incorporated into new buildings are available from the LPA.
- 4.20 Planting of the car parks and green spaces on the adjacent site must include night flowering plants which are attractive to insects. The tree and hedge lines along the east and west boundaries of the site should be preserved in tact during and after development as commuting routes for bats.

Design Guidance

- 4.21 As part of the redevelopment of the former Westcliffe Hospital site, the City Council will require the following:
 - The existing Lodge building at the entrance to the site should be retained, refurbished and fitted out as part of the development proposals.
 - The existing boundary walls and access gates to the site should be retained in any future redevelopment scheme.
 - The central gable features of the 1894 hospital wing i.e. oriel windows and a date stone should be incorporated in some way in the redevelopment of the site.
 - The existing landscape buffer to Turnhurst Road should be retained in the new development.
 - The proposed soft landscaped interface should be reinforced along the eastern boundary with the school playing field comprising native shrubs, hedging and trees.
 - The frontage of the scheme adjacent to Turnhurst Road should be influenced by the historic layout of the site i.e. the Infirmary building fronting Turnhurst Road. The ancillary uses of the scheme should ideally be located at the front of the site to create an 'active' frontage.
 - The form and scale of the development should take into account the ridgeline feature to the east of the site.

- The development is to be integrated as part of the wider community, enhancing and not replicating existing community facilities.
 - Communal facilities must be provided to enable the local community of older people to come into the development and take part in activities that are provided there. A schedule setting out the range of services is included in paragraph 2.5. This schedule should not be seen as a definitive list and should take account of locally provided services.
 - The layout of the site should incorporate pedestrian linkages to nearby local shops and other facilities if possible, including the sports barn and swimming pool at James Brindley School.
 - The opportunity to create access from the development to local cycle networks should be explored.
 - The layout should seek to restrict car movement and non-emergency vehicles from the heart of the community/open space within the site.
- 4.22 Development should take account of the advice contained in the Urban Design Guidance Supplementary Planning Document (SPD) 2010. This document will be 'material considerations' in the determination of any planning application.
- 4.23 Development will be expected to meet BREEAM 'Excellent' standard as a minimum. Details of other technical standards which are required to be met are set out in the Output Specification.
- 4.24 The Design and Access Statement which will support the planning application should demonstrate how the development will reduce the opportunity for crime, with specific reference to perimeter treatment, access control to buildings, and vehicle security.
- 4.25 Consideration should be given to incorporation of public art into any development proposal.

Ground Conditions

- 4.26 The site is located in an area of coal resources which are capable of extraction by surface mining operations, and it is suspected that there are past shallow mine workings within the site. A Desk Study of Ground Conditions has been prepared and is available for use in preparation of proposals, but the developer will be expected to undertake detailed investigations and prepare a strategy for remediation, including consideration of extraction of any remnant shallow coal resources, to address potential land instability problems.

Services

- 4.27 It is anticipated that all necessary services will be available in Turnhurst Road.

Flood Risk

- 4.28 The Westcliffe site is located within Flood Zone 1, i.e. the site has a less than 1 in 1000 annual probability of flooding. Although the site has a low probability of flooding, PPS25 requires development proposals on sites of greater than 1 hectare to be accompanied by a flood risk assessment to demonstrate that surface water can be dealt with in a sustainable and safe manner. A Strategic Flood Risk Assessment for the North Staffordshire conurbation is available from the local authority for use in preparing a site specific Flood Risk Assessment.

5. PLANNING APPLICATION REQUIREMENTS

5.1 The following sets out the planning application requirements:

Standard minimum requirements (based on national validation criteria)

- Planning application form
- Planning application fee
- Ownership certificate and agricultural holdings certificate
- Site location plan
- Block plan (site layout plan)
- Elevations
- Floor plans
- Cross-sections
- Design and Access Statement

Local planning authority requirements (site-specific):

- Statement of Community Involvement (SCI)
- Archaeological programme of recording
Historic building recording has been undertaken on behalf of the City Council. This has encompassed all standing buildings on site.
- Transport Assessment, including Travel Plan
- Detailed landscaping scheme
A full Tree Survey has been prepared by the City Council and is available for use in preparing landscape proposals.
- Ground Conditions Survey
An initial desk-top survey is available from the local authority, but the developer will be required to undertake detailed investigations and prepare any necessary remediation strategy.
- Flood Risk Assessment
- Coal Mining Risk Assessment

APPENDIX 1 - SITE PLANS AND AERIAL PHOTOGRAPH

PLAN 1: Location Plan

WESTCLIFFE HOSPITAL

Scale 1:2500



PLAN 2: Aerial Photo

WESTCLIFFE HOSPITAL

Scale 1:2500



APPENDIX 2 - RELEVANT PLANNING POLICIES AND MATERIAL CONSIDERATIONS

Stoke-on-Trent Local Development Framework:

Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy

- SP1 Targeted Regeneration
- SP3 Movement and Access
- ASP3 Outer Urban Area Spatial Strategy
- CSP1 Design Quality
- CSP2 Historic Environment
- CSP3 Sustainability and Climate Change

Other LDF documents which may be relevant to this site include:

- Statement of Community Involvement (SCI) - adopted November 2007
- Supplementary Planning Document (SPD): Affordable Housing - adopted May 2008
- Supplementary Planning Document (SPD): Inclusive Design 'Access for All' - adopted May 2008
- Supplementary Planning Document (SPD): Urban Design - adopted 2010

The above LDF documents are available online at: www.stoke.gov.uk/ldf

Saved Staffordshire and Stoke-on-Trent Structure Plan Policies:

- D1 Sustainable Forms of Development
- D2 Design & Environmental Quality of Development
- D3 Urban Regeneration
- D8 Providing Infrastructure Services, Facilities and/or Mitigating Measures Associated with Development
- T1A Sustainable Location
- T4 Walking
- T5 Cycling
- T7 Public Transport Provision
- T11 Management of Traffic
- T18A Transport and Development
- NC 14 Sites of Archaeological Importance
- NC18 Listed Buildings
- NC19 Conservation Areas

Saved Stoke-on-Trent City Plan 2001 Policies:

- GP7 New Housing: Open Space

National Planning Policy

The advice contained in the following guidance notes should also be considered in the preparation of development proposals.

- PPS1 Delivering Sustainable Development
- PPS3 Housing
- PPS5 Planning for the Historic Environment
- PPG13 Transport
- PPS22 Renewable Energy
- PPS23 Development and Pollution
- PPG25 Development and Flood Risk

Other Material Considerations

The **Local Housing Needs Index** (October 2010) identifies a shortage of accommodation suitable for older people across the city. There is evidence of particular need for more specialist accommodation for older people, with Extra Care schemes and retirement villages being very popular. The Extra Care PFI project will meet a city-wide housing need for older people and support the provision of a balanced housing market in Chell and Packmoor.

APPENDIX 3 - BAT COTE LOCATION PLAN

- NOTES:
- THE CONTRACTOR IS RESPONSIBLE FOR CHECKING DIMENSIONS, TO DIMENSIONS & INTERFERENCES, ANY DISCREPANCIES TO BE REPORTED TO THE ARCHITECT BEFORE PROCEEDING WITH THE WORKS.
 - WHERE ANY ITEM IS COVERED BY DRAWINGS OF DIFFERENT DATE, THE LATEST DATE SHALL PREVAIL UNLESS OTHERWISE TO BE NOTED TO IN ALL CASES.
 - THIS DRAWING TO BE MADE IN CONFORMANCE WITH:

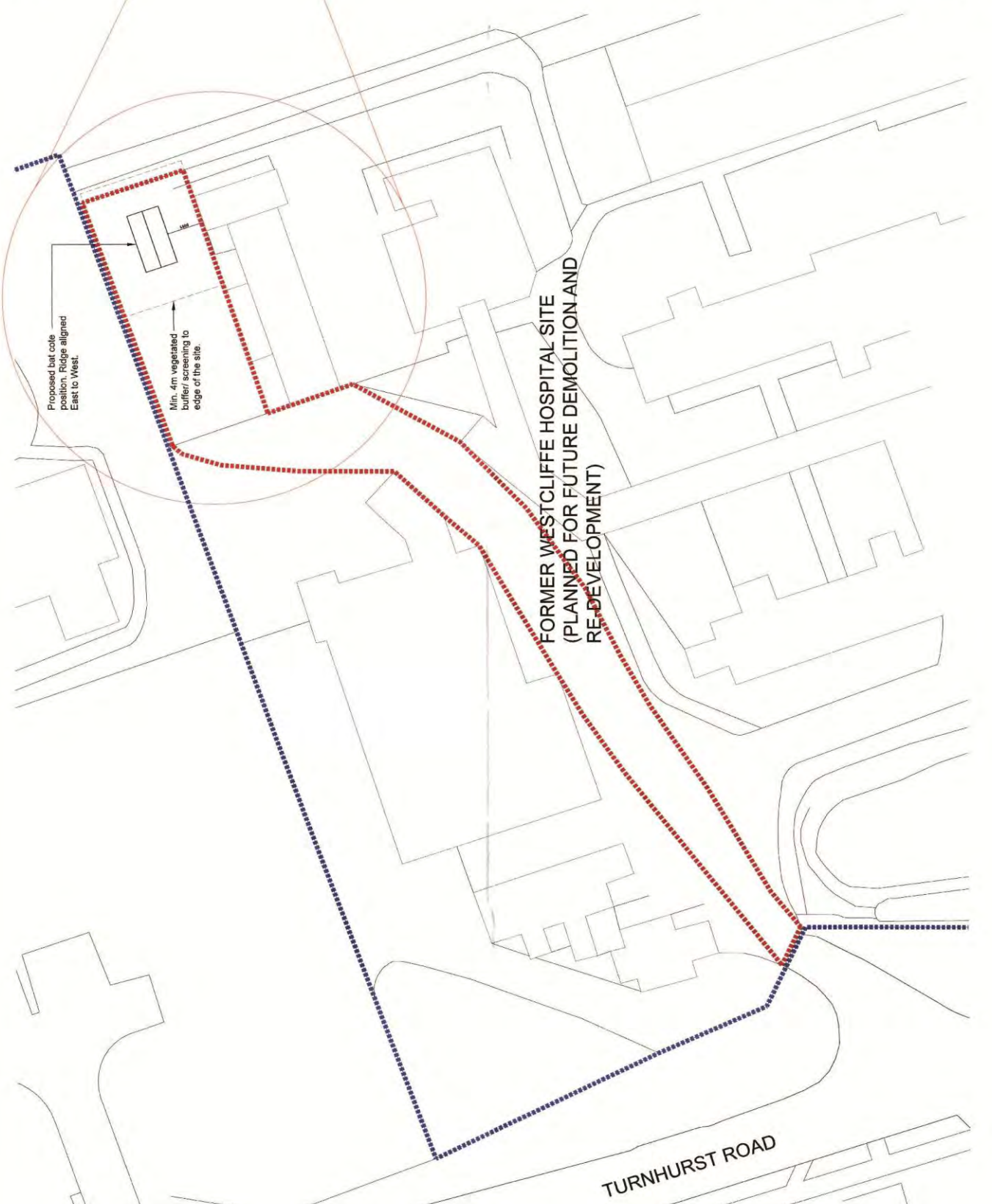
REFER TO DWG SK 101 FOR TREE REMOVAL PLAN

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TURNHURST ROAD

STATEMENT OF CONSULTATION

This Planning Brief has been subject to an initial stage of informal consultation in August 2009 which has focused on key stakeholders, statutory consultees and community representatives.

Who was consulted?

Ward Councillors

Statutory Consultees:

- Natural England
- English Heritage (West Midlands Region)
- Environment Agency
- Severn Trent Water Limited
- Council for British Archaeology
- Health and Safety Executive
- National Grid
- Open Spaces Society
- Sport England West Midlands
- Twentieth Century Society
- The Victorian Society
- Potteries Heritage Society
- Staffordshire Police
- Staffordshire wildlife Trust
- Urban Vision North Staffordshire
- The Coal Authority
- Central Networks
- British Gas (West Midlands)

Community Consultees:

- Fegg Hayes and Chell Heath Steering Group
- Chell and Packmoor Residents Association

The following 'Schedule of Comments' provides a summary of the comments received, together with the Local Planning Authority response and subsequent amendments to the Planning Brief.

The Planning Brief was updated in September 2011 and amendments made to reflect changes in planning policy.

A comprehensive period of public consultation will take place once a bidder has been selected and detailed proposals are emerging. Consultation will be required to meet the minimum requirements set out in the Council's Statement of Community Involvement (SCI).

Consultation Responses - Schedule of Comments

The preparation of this Planning Brief has required input and consultation with key stakeholders including statutory consultees, i.e. organisations that would normally be consulted at the planning application stage, as well as community representatives. The following provides a summary of consultation comments and responses.

| Consultation Responses: Statutory Consultees | | | |
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| Consultee | Comment | Response | Amendment |
| English Heritage 18 th August 2009 | Conclude that the premises do not merit statutory protection, but due to strong resonance and significance to the community, it is recommended that this interest is reflected by inclusion on a local list. | Noted. | n/a |
| Natural England 14 th August 2009 | Welcomes comments on sustainable drainage, protection/mitigation of effect on protected species, and layout to improve non-car travel. | Noted. | n/a |
| Natural England 14 th August 2009 | Appropriate environment surveys to be undertaken, including phase 1 survey. | A Bat Survey and Tree Survey have been undertaken. The ecologist has confirmed that a Phase 1 Habitat Survey is not considered necessary for this site. | n/a |
| Environment Agency 13 th August 2009 | Add PPS23 Development and Pollution Control to list of relevant planning policies (Para. 4.8). | Noted. | PPS23 added to list at para. 4.8 |
| Environment Agency 13 th August 2009 | Add requirement for Desk Top Study to demonstrate that contamination could be | Noted. | Para. 5.29 (previously 5.28) amended to reflect comments. |

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| | remedied. | | |
| Environment Agency 13 th August 2009 | Amend text regarding flood risk assessment. | Noted. | Text at para. 5.31 amended to reflect comments. |
| Staffordshire Police 5 th August 2009 | Design and Access Statement to demonstrate how opportunity for crime will be reduced, with reference to perimeter treatment, access control and vehicle security. | The Output Specification prepared as part of the 'information for bidders' sets out the nature and level of services to be performed by the Contractor, and lists mandatory standards/requirements to be met, including 'Secured by Design'. The Output Specification also describes specific safety/security features to form part of the design. | Additional text inserted as para. 5.27 to reflect comments. |
| National Grid 29 th July 2009 | No comments. | Noted | n/a |
| E-on 18 th August 2009 | No comments. | Noted | n/a |
| The Coal Authority 14 th August 2009 | Records indicate that this site contains coal resources that are capable of extraction by surface mining methods. It is suspected that this resource has been worked in this past, resulting in the presence of shallow mine workings beneath the site. It is important that this issue is investigated prior to development | Agreed | PPG14 added to list at paragraph 4.8. |

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| | <p>commencing, in order to ascertain the stability of the land in accordance with the requirements of PPG14. There may be remnant shallow coal resources present within the site, and The Coal Authority is keen to ensure that investigations are undertaken to ascertain the situation, and that consideration is given to prior extraction of the resource to avoid it being sterilised and potentially assist in the removal of land instability problems. We would therefore recommend that paragraph 4.8 of the Planning Brief includes a reference to PPG14: Development on Unstable Land.</p> | | |
| <p>The Coal Authority 14th August 2009</p> | <p>The Coal Authority is pleased to note the requirement in paragraph 6.1 for a ground conditions study to be prepared in support of any planning application. However, we consider that explanatory paragraph 5.28 would be more effective also containing a brief summary of issues in relation to ground conditions, rather than simply reiterating the statement in paragraph 6.1. In respect of coal and mining issues paragraph 5.28 could therefore state: <i>“The site is located in an area of coal resources which are capable of extraction by surface mining operations, and it is suspected that there are past shallow mine workings within the site. The Council will</i></p> | <p>Agreed</p> | <p>Amend paragraph 5.29 (previously 5.28) as recommended.</p> |

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| | <p><i>make available a desk study of ground conditions, but will expect the developer to undertake detailed investigations and prepare a strategy for remediation, including consideration of extraction of any remnant shallow coal resources, to address potential land instability problems.”</i></p> | | |
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| Consultation Responses: Community Consultees | | | |
|---|--|--|------------------|
| Consultee | Comment | Response | Amendment |
| Chell Heath and Fegg Hayes Steering Group 24 th June 2009 | Important to retain features of interest at Westcliffe site, including landscaped gardens. | These considerations already outlined in planning brief. | n/a |
| Chell and Packmoor Residents Association 16 th July 2009 | Support extra care development in principle on the site. | No change needed to planning brief. | n/a |