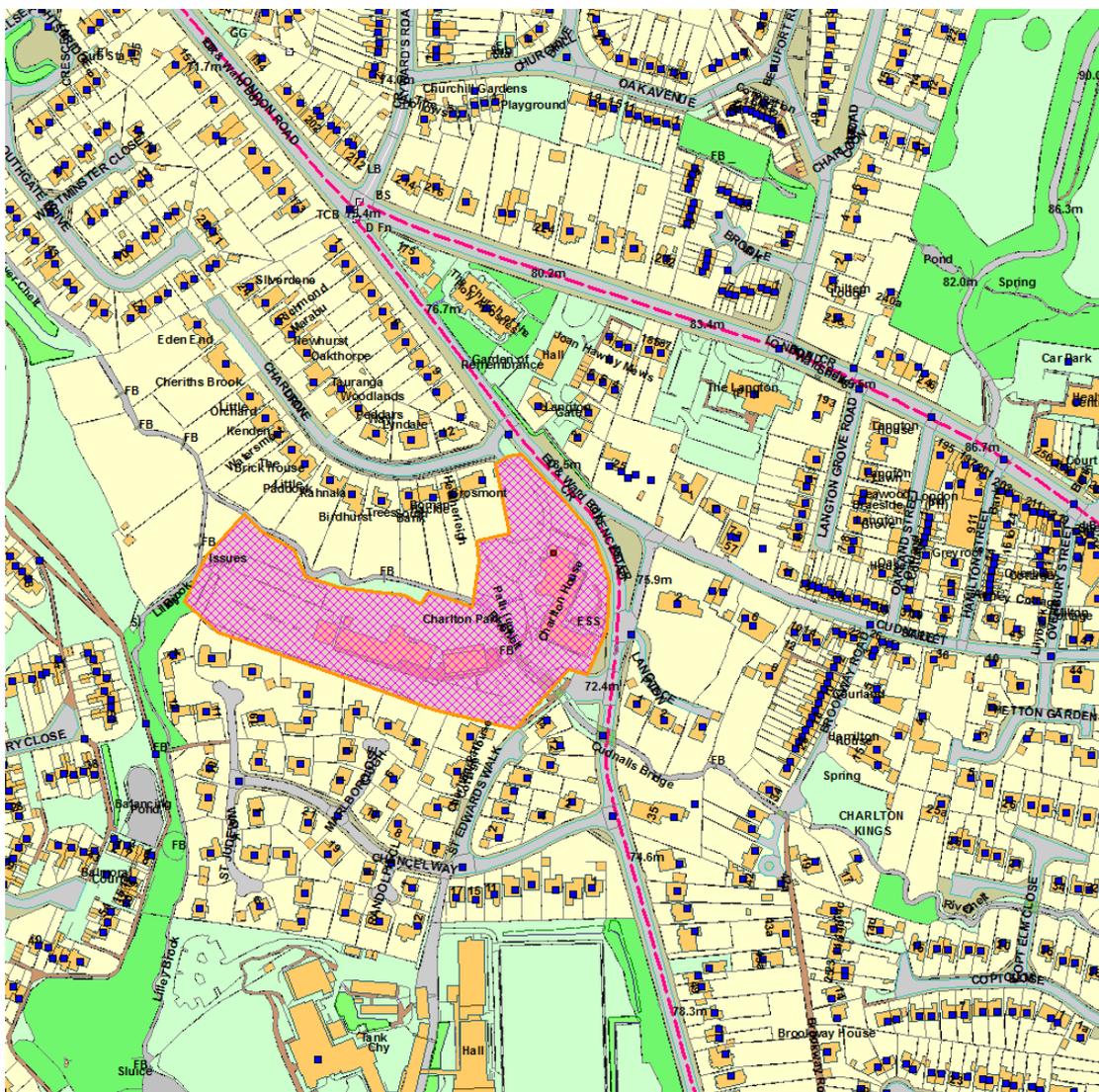


<b>APPLICATION NO:</b> 21/02364/FUL & 21/02364/LBC	<b>OFFICER:</b> Miss Claire Donnelly
<b>DATE REGISTERED:</b> 26th October 2021	<b>DATE OF EXPIRY:</b> 25th January 2022
<b>DATE VALIDATED:</b> 26th October 2021	<b>DATE OF SITE VISIT:</b>
<b>WARD:</b> Charlton Park	<b>PARISH:</b> Charlton Kings
<b>APPLICANT:</b>	Spirax Sarco Engineering plc
<b>AGENT:</b>	McLoughlin Planning
<b>LOCATION:</b>	Charlton House Cirencester Road Charlton Kings
<b>PROPOSAL:</b>	<b>FUL &amp; LBC:</b> Demolition of mid-20th Century Wing and Erection of a Replacement Extension to the Office Building

**RECOMMENDATION:** Permit & Grant



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## 1. DESCRIPTION OF SITE AND PROPOSAL

- 1.1 The application relates to Charlton House on Cirencester Road; the buildings on site are currently in an office use. The site comprises the Grade II Listed Charlton House and 20<sup>th</sup> Century wing, associated office use buildings, parking and landscaping. The existing wing was first constructed in the late 1950s, with a further extension in early 1960s and another in the 1970s. The surrounding area of the application site is predominantly residential. The site is within the parish of Charlton Kings, the Principal Urban Area and is not in a conservation area but is adjacent to the Cudnall Street Conservation Area where there are a number of listed buildings.
- 1.2 The applicant proposes to demolish the existing office wing and replace with a new extension.
- 1.3 This application follows a pre-application submission; the advice broadly supported the principle but highlighted potential impacts on the designated heritage assets.
- 1.4 The application has been called to committee by Councillor McCloskey due to the level of local interest and objection to the scheme.

## 2. CONSTRAINTS AND RELEVANT PLANNING HISTORY

### **Constraints:**

Airport Safeguarding over 45m  
Flood Zone 2  
Flood Zone 3  
Parish Boundary  
Principal Urban Area  
Residents Associations  
Smoke Control Order  
Grade II Listed Building

### **Relevant Planning History:**

**00/00348/FUL 26th April 2000 PER**

Erection of draught lobby to existing office building entrance

**00/00349/LBC 26th April 2000 GRANT**

Erection of draught lobby to existing office building entrance

**00/01251/FUL 7th December 2000 PER**

Extension to form new W.C.S to existing office area

**01/00975/LBC 22nd August 2001 GRANT**

Removal of existing windows and replacement with new on north, east and part west elevations

**01/00976/FUL 22nd August 2001 PER**

Removal of existing windows and replacement with new on north, east and part west elevations

**07/00237/FUL 13th July 2007 PER**

Extensions and alterations to the existing training centre, relocate existing garage and stores and a new pedestrian bridge

**08/01666/FUL 4th March 2010 PER**

Retrospective application for the extension of existing car parking provision with an additional 22 car parking spaces

**09/00169/FUL 27th March 2009 PER**

Installation of air conditioning condensing units to roof and north east elevation of new wing to Charlton House

**09/00813/LBC 9th October 2009 GRANT**

External works involving the re-roofing of the existing roof structure and internal works to upgrade/ refurbish the original house. These internal works include blocking up of doorway, removal of existing partition walls, erection of new partition walls, new flooring, insertion of air conditioning ducting to boardroom from basement, repair and redecoration of existing windows, replacement of modern internal doors with period styled doors, modern light fittings to be replaced with contemporary style fitting and insertion of new wall and floor power and data socket points throughout

**10/00171/LBC 11th May 2010 GRANT**

Reinstatement of crumbling brickwork to parapet and rear elevation. Repairs to unstable roof construction. Strengthening of over stressed flooring. Remedial works to allow rear elevation render to breath preventing structural damp

**10/00311/FUL 7th June 2010 PER**

Erection of replacement building for staff catering facilities

**10/01420/FUL 9th December 2010 PER**

Revised landscaping and car parking provision to grounds and frontage of Charlton House

**10/01421/LBC 9th December 2010 GRANT**

Modification of retaining front boundary wall and replacement front steps with Forest of Dean stone

**10/01558/FUL 19th November 2010 PER**

Revised scheme for the erection of replacement building for staff catering facilities (previous approval 10/00311/FUL). Revisions relate to re-siting the building further away from the river - closer to the existing training centre.

**10/01787/FUL 16th December 2010 PER**

Refurbishment of existing training centre building.

**11/00542/FUL 11th August 2011 PER**

Erection of new garages/ stores/ amenity building, revised car parking layout, erection of new pedestrian bridge crossing the River Chelt and associated landscaping. Installation of glass entrance canopy

**11/00543/LBC 11th August 2011 GRANT**

Installation of glass entrance canopy

**11/00594/AMEND 24th June 2011 PER**

Non material amendment to planning permission 10/01787/FUL to allow for amendments to the position and specification of the air conditioning units and the installation of 10no associated cowls

**11/01185/ADV 7th October 2011 GRANT**

To erect two internally-illuminated monolith signs

**11/01767/FUL 15th February 2012 PER**

Demolition of existing storage sheds and garages, erection of new amenity building revised subsequent to approval 11/00542/FUL dated 11.08.2011 and amended parking and footpaths

**13/01083/LBC 1st August 2013 GRANT**

Removal of existing steel staircase and installation of new passenger lift in the same vertical shaft in Charlton House

**13/01112/FUL 2nd October 2013 PER**

Demolition of existing bungalow and garages, removal of 5 trees, alterations to existing road access, new road bridge crossing the River Chelt, new conference building, new cyclists facilities comprising changing block and cycle store, new roads, footpaths, landscaping and boundary fences.

**13/01112/LBC 2nd October 2013 GRANT**

Demolition of existing bungalow and garages, alterations to curtilage listed structures associated with works to provide new bridge, conference facility, cyclist facilities, hard and soft landscaping and boundary treatment.

**14/01231/DISCON 17th November 2014 DISCHA**

Discharge of conditions on planning permission ref: 13/01112/FUL and associated listed building consent ref: 13/01112/LBC

**14/01881/FUL 20th November 2014 PER**

Installation of new road bridge over River Chelt within the existing grounds - revised design following 13/01112/FUL (part retrospective).

**16/01100/FUL 29th July 2016 PER**

Removal of existing redundant steel staircase and installation of new passenger lift in the same vertical shaft.

**20/02260/FUL 10th February 2021 PER**

External storage compound demolition of site managers bungalow

### **3. POLICIES AND GUIDANCE**

**National Planning Policy Framework**

Section 2 Achieving sustainable development

Section 4 Decision-making

Section 6 Building a strong, competitive economy

Section 8 Promoting healthy and safe communities

Section 12 Achieving well-designed places

Section 16 Conserving and enhancing the historic environment

**Adopted Joint Core Strategy Policies**

SD1 Employment - Except Retail Development

SD3 Sustainable Design and Construction

SD4 Design Requirements

SD8 Historic Environment

SD14 Health and Environmental Quality

INF1 Transport Network

**Cheltenham Plan Policies**

EM2 Safeguarding Non-Designated Existing Employment Land and Buildings

D1 Design

SL1 Safe and Sustainable Living

GI3 Trees and Development

### **4. CONSULTATIONS**

## **Building Control**

*16th November 2021 –*

The application will require Building Regulations approval. Please contact Cheltenham and Tewkesbury borough council on 01242 264321 for further information.

## **Parish Council**

*26th November 2021 –*

Comment:

The Committee strongly welcomes the removal of the existing 20th century extensions and views the proposed replacement as an improvement to the street scene, as the visual impact of the current structure is very poor.

The Committee does, however, question the level of subservience of the extension to the original building, given its height. If the roof line stepped down, following the slope to the south, it would increase the subservience of the extension to the original building and would help assuage the concerns of surrounding residents about the mass of the proposed development.

## **Heritage And Conservation**

*17th December 2021 –*

Heritage comments 21/02364/LBC - Charlton House, Cirencester Road, Charlton Kings

It is important to consider the policy context in which the proposal needs to be determined. The cornerstone of heritage legislation is the Planning (Listed buildings and Conservation Area) Act 1990, Section 16(2), which requires local planning authorities to have special regard to the desirability of preserving the special architectural or historic interest of listed buildings and their setting.

A core principle of the National Planning Policy Framework 2019 (NPPF) is heritage assets be conserved in a manner appropriate to their significance. Chapter 16, paragraphs 199-208 set out how potential impacts on heritage assets shall be considered. This assessment takes account of the relevant considerations in these paragraphs, including paragraph 197 of the NPPF, which requires the significance of heritage assets to be sustained and enhanced, with paragraph 199 requiring great weight be given to the asset's conservation.

The existing floor plans are shown in the Design and Access Statement but the second floor plans are omitted. It is considered the existing second floor of Charlton House will need to be submitted to allow a understanding of the existing building and how the development proposal affect it. Without this information the application cannot be positively determined.

It is considered the principle of the demolition of the existing modern extensions are acceptable given they do not detract from the significance of the listed building and its setting due to their scale, massing and design. Demolition will only be acceptable provided there is a satisfactory development proposal to replace these existing extensions.

The principle of the design approach for the replacement extension is generally considered acceptable, its modern, sinuous character contrasts pleasingly with the traditional linear character of the listed building. It is also accepted the precedent for a large extension has been set by the existing extension, although to reiterate the point already made, extensions of such size would normally be unacceptable as they would detract from the significance of the listed building and its setting.

Despite the general principle of the design approach being welcome, concern is raised over the cumulative impact of the increase in the proposed scale and massing of the development proposal on the listed building and its setting. Accepting the extent of the footprint established

by the existing extension and a reduction while desirable is unlikely, the concern is specifically raised over the proposed increase in height.

The proposed extension is considered overly bulky and insufficiently subservient as it abuts Charlton House. The proposed increase height results in the development proposal competing for dominance over Charlton house in a way the existing extensions do not, to the detriment of the listed building and its setting. It is noted the extension is set back from the front elevation of Charlton House, which somewhat mitigates its scale and massing. However, it is considered it would still be unacceptably prominent from this side elevation.

The development proposal also results in a bulky addition as a result of extending continuously in height out from the Charlton House without a reduction to account for the downward slope of the site, with the result the southern end of the extension is significantly taller than Charlton House from the level of the ground, to the detriment of the listed building and its setting.

The proposed increase in height is considered a backward step that compounds rather than addresses the inappropriateness of the scale and massing of extensions to Charlton House. While the contemporary approach is an enhancement over the existing extensions, this is not considered to outweigh the harm that would be caused by the proposed increase in height.

It is considered an extension taller than existing will likely be acceptable but more careful consideration needs to be given to the proposed height. It is advised a reduction in height will necessary. The floor to floor to ceiling heights of the development proposal appear generous, it is advised, as a starting point, a reduction in the floor to ceiling heights be explored.

The external screened roof area and plant works are also considered in this context as they also contribute to the increase in height. It should be noted the proposed extent of plant works on the roof are unclear from the submitted details. Given the concern over height and its importance to the acceptability of the development proposal it is considered crucial an understanding of the location and size of all significant plant works to the roof be submitted with the application and not be left to resolve as part of a condition of a grant of consent.

Regarding materials, the application refers to external cladding, including Cotswold stone to the basement and a dark grey stone to the ground floor. Cotswold stone for the basement is welcome as a reference to a locally distinctive material but the use of a dark grey stone may be inappropriate. It is advised careful consideration be given to its use. It is suggested Cotswold stone with a rusticated type finish be used for the basement and Cotswold stone with an ashlar finish be used on the ground floor as a loose reference to the hierarchical status of finishes found on many neoclassical buildings.

The proposed works as submitted are not considered to sustain the listed building and its setting and do not therefore comply with Section 16 of the Planning (Listed Building and Conservation Area) Act 1990, Chapter 16 of the National Planning Policy Framework and Policy SD8 of the Joint Core Strategy 2017.

## **Minerals And Waste Policy Gloucestershire**

*10th November 2021 –*

Please accept this correspondence as an initial view from officers acting on behalf of the Minerals and Waste Planning Authority (MWPA) for Gloucestershire. It is concerned with ensuring that due consideration is being given to resource efficiency measures. Attention is particularly focused upon two local development plan policies - Gloucestershire Waste Core Strategy Core Policy 2 | Waste Reduction and Minerals Local Plan for Gloucestershire Policy

SR01 | Maximising the use of secondary and recycled aggregates. It is applicable to all major development proposals throughout Gloucestershire that require planning permission<sup>1</sup>.

Supporting evidence on resource efficiency may be included within a wider Environment Statement where this has also been required, or as part of a Planning Statement that sets out how a proposal will accord with the local development plan. The preparation of a standalone Waste Minimisation Statement (WMS) or a dedicated waste reduction section or chapter within supporting evidence of an application are the best means of effectively complying with the requisite local policy requirements.

A Waste Minimisation Statement (WMS) should contain enough information for decision-makers to make a valued judgement on whether achievable resource efficiency measures can be accommodated into a proposal. Details of how different types of waste will be reduced and managed efficiently and effectively will be crucial. The full lifecycle of a proposed development needs to be considered. This usually involves the three phases of: - site preparation (including any demolition); construction; and occupation. Whilst appreciating that for many proposals it is unknown who the future occupants will be, the ability to support their re-use and recycling practice should not be hindered. Provision for safe and efficient resource management infrastructure aiming at reducing waste and making recycling easier to engage with should be set out. This includes for commercial as well as residential schemes.

<sup>1</sup> Major development as defined within The Town and Country Planning (Development Management Procedure) (England) Order 2015

The increasing use in both volume and proportion of recycled materials in development is actively encouraged within local policy. It is therefore reasonable to seek evidence of this. This could include details of procurement practice / protocols able to demonstrate that the sourcing of materials will achieve a substantial level of recycled content. Collation of this type of Information may also prove beneficial where sustainable construction technical standards / ratings are to be sought. Requirements for high levels of recycled material use are present within the Building Research Establishment Environment Assessment Method (BREEAM) and Leadership in Energy and Environmental Design (LEED) certification.

To assist decision makers and applicants in their consideration of resource efficiency, local guidance has been prepared - Gloucestershire Supplementary Planning Document: Waste Minimisation in Development Projects (WM-SPD).

The minerals and waste policy team is also able to offer some further advice and commentary on how compliance can be achieved and maintained. This could include the use of conditions for applications recommended for approval. Please do not hesitate to contact the team via: - [mwplans@gloucestershire.gov.uk](mailto:mwplans@gloucestershire.gov.uk) quoting the application reference and / or GCC reference of interest.

*28th January 2022 –*

Comment available to view in documents tab.

### **GCC Highways Planning Liaison Officer**

*16th December 2021* - Consultee has undertaken a full assessment of this planning application. Based on the appraisal of the development proposals the Highways Development Management Manager on behalf of the County Council, under Article 18 of the Town and Country Planning (Development Management Procedure)(England) Order, 2015 has no objection.

The justification for this decision is provided below.

There are no alterations proposed to the existing access arrangements, and the application will result in an overall decrease in the number of trips to and from the site. As such, the proposal is not perceived to arise a detrimental impact on the operation and safety of the adjacent network.

The Highway Authority has undertaken a robust assessment of the planning application. Based on the analysis of the information submitted the Highway Authority concludes that there would not be an unacceptable impact on Highway Safety or a severe impact on congestion. There are no justifiable grounds on which an objection could be maintained.

The Highway Authority therefore submits a response of no objection

### **Tree Officer**

*18th November 2021 –*

The proposal shows thorough consideration to trees on site. There is the intention to plant many more trees than are to be removed. At present the landscape plan lacks detail (i.e. tree species, size, tree pit details) which could be clarified with consultation from e.g. Simon Cox to ensure the longevity of these newly planted trees. The site has a really good tree stock so adding to this will be fantastic opportunity for the future if properly planned.

## **5. PUBLICITY AND REPRESENTATIONS**

Number of letters sent	<b>38</b>
Total comments received	<b>33</b>
Number of objections	<b>31</b>
Number of supporting	<b>2</b>
General comment	<b>0</b>

5.1 Letters have been sent to 38 neighbours, a site notice has been displayed and an advert placed in the Gloucestershire echo; thirty-three responses have been received, thirty-one of which object to the proposal, and two of which support the proposal.

5.2 Below is a summary of the main points raised by objecting neighbouring residents, the comments include, but are not limited to, the following:

- Unattractive,
- Building would dominate its surroundings,
- Overly high,
- Design out of keeping,
- Overbearing in height and not subservient,
- Visual intrusion & loss of a view,
- Increase in noise,
- Light pollution,
- Increase in traffic, including construction traffic,
- Impact on the listed building and nearby conservation area,
- Unsympathetic to its surroundings,
- Not of a design that is in-keeping or appropriate for a residential area,
- Overstretched parking provision,

- Questions over the number of employees using the building/site, proposals for growth and number of car parking spaces,
- Loss of privacy and overlooking due to amount of glazing proposed,
- External finish at odd with the listed building and surrounding area,
- Increase in traffic in Cudnall Street,
- Increase in traffic accidents/highway safety concerns.

## 6. OFFICER COMMENTS

### 6.1 Determining Issues

- 6.1.1 The application proposes the demolition of the existing 1960s wing and rebuild of a new extension; the key considerations for this application include the following:
- The principle of the proposed development,
  - Design,
  - Impact on designated heritage assets,
  - Highways,
  - Flood risk,
  - Sustainability.

### 6.2 Principle of development

- 6.2.1 Policy EM2 of the Cheltenham Plan and policy SD1 of the JCS support the redevelopment of non-designated employment land where the development allows for job generation and for the growth or expansion of the existing business. The use would remain as an office use (Class E), therefore continuing the existing use of the site with no material operational changes. Following on from this section 6 of the NPPF seeks to build a strong, competitive economy with paragraph 81 setting out that policies and decisions should help businesses “*invest, expand and adapt*”, and “*significant weight should be placed on the need to support economic growth and productivity*”.
- 6.2.2 The applicant has set out that the existing 1960s wing is no longer fit for purpose for which its structural condition is requiring major works to overcome. The applicant is therefore seeking to take the opportunity to rebuild the extension to allow for a modern, fit for purpose extension that will meet the 21<sup>st</sup> century working environment. The applicant has set out that the development would allow for future growth of the company for which the building would future proof the anticipated growth.
- 6.2.3 It is considered that the principle of the redevelopment of the existing building is acceptable and would comply with the relevant JCS and Cheltenham Plan policies as well as the guidance set out within the NPPF.

### 6.3 Design and impact on designated heritage assets

- 6.3.1 Policy SD4 of the JCS and policy D1 of the Cheltenham Plan require development to be of a high standard of architectural design that responds positively to and respects the character of the site and its surroundings. This draws from paragraph 130 of the NPPF which seeks development to be visually attractive and sympathetic to local character.
- 6.3.2 Policy SD8 of the Joint Core Strategy requires development to make a positive contribution to local character and distinctiveness, having regard to the valued elements of the historic environment. Section 16 of the NPPF seeks development to consider the

impact of a proposed development on the significance of a designated heritage asset; great weight should be given to the asset's conservation.

- 6.3.3 The proposed extension would replace the existing 1960s office wing extension; it is worth highlighting at this stage that the wing is not part of the 1983 listing of Charlton House, and therefore the wing is not of historic significance. However, as the proposed development is and would be attached to the listed building, listed building consent is required and officers must consider the potential impact on the character and setting of the listed Charlton House. As such, the Conservation Officer has commented on the application; full comments can be read above. It is considered by the Conservation Officer that "*the principle of the demolition of the existing modern extensions are acceptable given they do not detract from the significance of the listed building and its setting due to their scale, massing and design*". As such, the main consideration for officers is the impact on the listed building as a result of the scale, form and design of the proposed extension.
- 6.3.4 The existing wing was designed to be in-keeping with the external finish of the listed building; the design of the proposed extension would see a high quality, modern design in replacement of the existing wing. It is noted that the proposed design would not be in-keeping, and instead would contrast with the listed building, however the Conservation Officer states in their comments that "*the design approach for the replacement extension is generally considered acceptable, its modern, sinuous character contrasts pleasingly with the traditional linear character of the listed building*". Officers agree with the comments made by the Conservation Officer in regards to the contrast in design and form between the listed building and the extension; therefore the proposed replacement wing would clearly read as an extension to the listed building without trying to mimic the historic architectural design. As such, the modern design extension is welcomed by officers and is therefore considered to be an acceptable design approach in this location.
- 6.3.5 Whilst the overall design concept has been supported by the Conservation Officer concerns have been raised in regards to the impact on the setting of the listed building as a result of the increase in scale and massing of the extension compared to the existing. The overall height of the proposed extension would be approximately 15 metres higher than the existing extension; but does not include the lift which would be a further 1.5 metres in height. Officers also had initial reservations regarding the scale of the building, specifically the height. The proposed elevations show the extension to be a nominal amount (approximately 0.17 metres) higher than the listed building therefore the extension could be considered to lack necessary subservience in regards to height. The top floor plant room however would be set back from the front façade and not viewable from ground level. Notwithstanding this, officers raised the issue of height with the applicants who responded by stating that the ceiling heights were necessary to ensure an energy efficient building. They also pointed out that the plant would be contained within the structure and less visible than the existing arrangement whereby some plant sits incongruously on the current flat roofed building. In plan form, the extension would sit on a different footprint to the existing with a curved rather than an L-shaped form. This would reveal more of the historic building to all public views and, along with the contemporary design approach, more clearly differentiate the old from the new. This improved legibility is considered a significant benefit of the scheme. On balance therefore the more sympathetic plan form and high standard of design of the extension are considered to outweigh any concerns regarding the scale of the extension.
- 6.3.6 The application proposes the external facing materials to be predominantly render and glazing, with the ground floor to be dark grey stone cladding, the lower ground level to be Cotswolds stone cladding and the plant room to be grey vertical aluminium louvres. The principle of the proposed materials are accepted, however details of the external facing materials have been requested via a condition to ensure a high quality finish is achieved.

6.3.7 Overall, the contemporary extension is considered to be of high architectural quality and will act as a positive foil to the listed building. It will be an energy efficient building of high specification which reflects the status of the site as a regional headquarters. Any harm to the significance of the listed building is considered to be less than substantial and outweighed by the benefits of the scheme. It is therefore considered that the proposal would comply with policy SD4 and SD8 of the JCS and policy D1 of the Cheltenham plan, as well as the guidance set out within the NPPF.

#### **6.4 Impact on neighbouring property**

6.4.1 Policy SD14 of the JCS and policy SL1 of the Cheltenham Plan require development not to cause unacceptable harm to the amenity of adjoining land users; this echoes section 12 of the NPPF which requires development to be of a high standard of amenity for existing and future users.

6.4.2 Following the public consultation, thirty three neighbouring residents have submitted comments in response to the proposed extension. The main concerns and comments made by neighbouring residents have been summarised and set out above in section 5.2. There have been thirty one objections to the proposal with a range of concerns raised but the main being the design, the height of the extension and lack of subservience, and the subsequent impact on the listed building; officers comments on this have been made above in section 6.3.5.

6.4.3 Another concern raised in regards to amenity is the loss of privacy due to the design of the building; specifically the amount of glazing proposed. The proposal would see an increase in glazing due to the modern design of the extension. Concern from neighbours has been raised due to the predominantly residential surroundings of the application site. Comments made by residents have been noted and it is appreciated that the increase in the amount of glazing would result in the feeling of a loss of privacy and overlooking, however the nearest residential property boundary would be approximately 30m from the extension and therefore it is considered that this is an appropriate distance as to not result in harm to the amenity of adjoining land users.

6.4.4 Given the scale and of the proposed works, the environmental health officer has requested that a construction management plan to address noise and vibration be submitted prior to commencement; this has been added as a condition of the application. This will ensure the amenity of adjoining land users is maintained during the construction works.

6.4.5 The neighbour comments have been duly noted and taken into consideration when determining the impact on neighbouring amenity, however it is considered that the proposal is acceptable and would not result in an unacceptable impact on neighbouring amenity as a result of the proposed replacement extension. The proposal is therefore considered to comply with the relevant planning policies and guidance.

#### **6.5 Access and highway issues**

6.5.1 Policy INF1 of the JCS requires developments should provide safe and accessible access to the transport network; paragraph 111 of the NPPF sets out that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety, or a cumulative impact on the road network would be severe.

6.5.2 The County Highways Liaison Officer has commented on the scheme; full comments can be read above. The Highways Officer has assessed the scheme and has summarised that as there would be no alterations to the access there are no concerns relating to highways safety. The applicant has stated in the application form that the number of employees using the site would reduce; the highways officer has picked up on this and it has been further explained in paragraph 6.8.1 below. The Highway Officer notes that

there would be less trips to the site due to the reduction in employees. The applicant has advised that the company is to grow in the future however given the proposed 133 employees to use the site following the development, the site can accommodate 277 employees and therefore no highways safety concern has been raised. It must also be noted that the site is in a sustainable location with good access to Cheltenham town centre and local amenities and transport links.

## 6.6 Flood Risk

6.6.1 The southern end of the application site lies within Flood Zones 2 and 3 given that the River Chelt runs through the site. The Environment Agency have been consulted on the application, however comments have not been received. The applicant has provided a flood risk assessment with the submission to address the site constraints. Given this submission and that there would be no additional lower ground floor as this already exists, officers consider there would be no unacceptable flood risk as a result of the proposed development.

## 6.7 Sustainability

6.7.1 The applicant has provided information regarding the sustainability of the proposed development. It has been noted that the development would be more sustainable re-using the existing structure, however the replacement extension is to operate “*extremely efficiently*” and therefore in the long term would be more sustainable than the re-use of the existing building. Furthermore, the applicant is seeking to commit to achieve BREEAM Excellent rating; more information on this can be found in the submitted planning statement. Officers welcome the proposal of a sustainable, energy efficient building.

## 6.8 Other considerations

### 6.8.1 Employees

It has been raised by a number of residents that the application form states that there would be less employees at the Charlton House Spirax Sarco site than existing however the scale of the building is to increase. Whilst this is not a direct material planning consideration, the applicant has provided a response to these comments for which they advise the following; “*On completion and first occupation of the building employee numbers at Charlton House will drop from 277 to 133. But [the] extension will have built-in capacity to accommodate more staff in future if needed as and when the company grows, i.e. the development is an attempt to future-proof anticipated growth. It is difficult to say precisely how many people will work at Charlton House on any particular day in the future because Spirax has three sites in Cheltenham where employees will move between, not to mention working from home becoming more prevalent even as we (hopefully) come out of the Pandemic*”.

### 6.8.2 Architects Panel

The Architects Panel have not commented on this full application, however did provide comment on the pre-application submission which was similar in principle and design as this full submission. The comments submitted by the Architects Panel were as follows:

#### *Design Concept*

*The panel appreciated the quality of this pre-app submission which explained very clearly the thinking behind the design concept for the proposed new Charlton House development.*

*The panel considered the design proposals to be a considerable improvement on the modern office wing which is to be demolished. The shape of the new plan and its relationship to the existing Listed Building is carefully considered: the curved serpentine shape contrasts well with the more formal main building and creates some very attractive external spaces on all sides.*

#### *Design Detail*

*The scale and character of the extension and clever use of contrasting materials creates an attractive composition when viewed from all major vantage points, as demonstrated by the very information model views.*

*The use of solid curved "bays" at the ends of the predominantly curtain walling facade cleverly complements the curved bays of the listed building without becoming too heavy.*

*Some further thought needs to be given to the roofscape and parapet walls which seemed currently unresolved but there are clearly opportunities to include accessible terraces or roof gardens as well as incorporate concealed solar panels if required.*

As per the above, the architects panel were generally supportive of the scheme and consider the demolition and replacement extension as an "improvement". The use of a contrasting design and materials was considered "clever" and "attractive", with the curved design complimenting the listed building. Comments were made however in regards to the roofscape requiring further thought. It is considered by officers that the application has addressed the comments made by the Architects Panel and the application achieves an acceptable design.

#### 6.9 Public Sector Equalities Duty (PSED)

As set out in the Equalities Act 2010, all public bodies, in discharging their functions must have "due regard" to this duty. There are three main aims:

- Removing or minimising disadvantages suffered by people due to their protected characteristics;
- Taking steps to meet the needs of people with certain protected characteristics where these are different from the needs of other people; and
- Encouraging people with certain protected characteristics to participate in public life or in other activities where participation is disproportionately low.

Whilst there is no absolute requirement to fully remove any disadvantage, the duty is to have "regard to" and remove OR minimise disadvantage and in considering the merits of this planning application the planning authority has taken into consideration the requirements of the PSED.

In the context of the above PSED duties, this proposal is considered to be acceptable.

## **7. CONCLUSION AND RECOMMENDATION**

- 7.1 Overall, the application proposes a well-designed extension to a listed building which seeks to contrast with the design of the heritage asset. Whilst concerns were raised with the scale and impact on the listed building, the replacement extension will also expose more of the listed building. On balance, the extension can be supported in terms of design. There would also be a sustainability benefit with the extension seeking to be of a high quality and more energy efficient than the existing.

- 7.2 There have however been objections to the proposed by a number of local residents; these comments have been taken into consideration and noted by officers. There are no concerns that there would be a loss of amenity as a result of the proposed extension in terms of a loss of amenity, loss of light or an overbearing impact on the living conditions of neighbouring residential dwellings. It is appreciated that the proposed extension would be very different and therefore noticeable by neighbouring residents, however ultimately the design has been accepted when weighed against the planning balance.
- 7.3 The recommendation is to therefore permit planning permission and grant listed building consent subject to the conditions set out below.

## 8. CONDITIONS / INFORMATIVES

### 21/02364/FUL

- 1 The planning permission hereby granted shall be begun not later than the expiration of three years from the date of this decision.

Reason: To accord with the provisions of Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 The planning permission hereby granted shall be carried out in accordance with the approved plans listed in Schedule 1 of this decision notice.

Reason: For the avoidance of doubt and in the interests of proper planning.

- 3 No external facing materials shall be applied unless in accordance with:

- a) a written specification of the materials; and/or
- b) physical sample(s) of the materials.

The details of which shall have first been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of the character and appearance of the area, having regard to adopted policy D1 of the Cheltenham Plan (2020) and adopted policy SD4 of the Joint Core Strategy (2017).

- 4 Notwithstanding the submitted details, the following elements of the scheme shall not be installed, implemented or carried out unless in accordance with details which shall have first been submitted to and approved in writing by the Local Planning Authority:

- a) external windows;
- b) parapet;
- c) rainwater goods and any other external pipework; and
- d) balustrades.

The design details shall be accompanied by elevations and section drawings where appropriate. The works shall not be carried out unless in accordance with the details so approved.

Reason: In the interests of the character and appearance of the area, having regard to policy D1 of the Cheltenham Plan (2020) and adopted policy SD4 of the Joint Core Strategy (2017).

- 5 Prior to the implementation of any landscaping, full details of a hard and/or soft landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall identify all walls, fences, trees, hedgerows and other planting which are to be

retained, and provide details of all new walls, fences, or other boundary treatments; finished ground levels; new hard surfacing of open parts of the site which shall be permeable or drained to a permeable area; a planting specification to include [species, size, position and method of planting of all new trees and shrubs]; and a programme of implementation.

All hard and/or soft landscaping works shall be carried out in accordance with the approved details prior to first occupation of any part of the development unless otherwise agreed in writing by the Local Planning Authority.

Any trees or plants indicated on the approved scheme which, within a period of five years from the date of planting, die, are removed or become seriously damaged, diseased or dying shall be replaced during the next planting season with other trees or plants of a location, species and size which shall be first agreed in writing by the Local Planning Authority. All hard landscape works shall be permanently retained in accordance with the approved details [delete if not appropriate].

Reason: In the interests of the character and appearance of the area, having regard to adopted policies D1, GI2 and GI3 of the Cheltenham Plan (2020), and adopted policies SD4 and INF3 of the Joint Core Strategy (2017). Approval is required upfront because the landscaping is an integral part of the development and its acceptability.

- 6 Prior to the commencement of development, a demolition and/or construction management plan shall be submitted to and approved in writing by the Local Planning Authority. The demolition and/or construction plan shall include measures to control noise, dust, vibration and other nuisance during the demolition and/or construction phase. No demolition or construction shall be carried out unless in accordance with the approved details.

Reason: To safeguard the amenity of adjacent properties and the general locality, having regard to adopted policy SL1 of the Cheltenham Plan (2020) and adopted policy SD14 of the Joint Core Strategy (2017). Approval is required upfront because without proper mitigation the use could have an unacceptable environmental impact on the area.

- 7 No demolition or construction works shall be carried out outside the following hours:

Monday to Friday - 07:30 to 18:00 hours

Saturday - 08:00 to 13:00 hours

No such works shall be carried out on Sundays, Public or Bank Holidays.

Reason: To safeguard the amenities of the area, having regard to Policy CP4 of the Cheltenham Borough Local Plan (2006).

#### 21/02364/LBC

- 1 The listed building consent hereby granted shall be begun not later than the expiration of three years from the date of this decision.

Reason: To accord with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 The listed building consent hereby granted shall be carried out in accordance with the approved plans listed in Schedule 1 of this decision notice.

Reason: For the avoidance of doubt and in the interests of proper planning.

- 3 No external facing materials shall be applied unless in accordance with:

- a) a written specification of the materials; and/or
- b) physical sample(s) of the materials.

The details of which shall have first been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of the special architectural and historic qualities of the listed building, having regard to adopted policy SD8 of the Joint Core Strategy (2017), Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990, and Historic Environment Good Practice Advice Note 2.

- 4 Notwithstanding the submitted details, the following elements of the scheme shall not be installed, implemented or carried out unless in accordance with details which shall have first been submitted to and approved in writing by the Local Planning Authority:

- a) external windows;
- b) parapet;
- c) rainwater goods and any other external pipework; and
- d) balustrades.

The design details shall be accompanied by elevations and section drawings where appropriate. The works shall not be carried out unless in accordance with the details so approved.

Reason: In the interests of the special architectural and historic qualities of the listed building, having regard to adopted policy SD8 of the Joint Core Strategy (2017), Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990, and Historic Environment Good Practice Advice Note 2.

- 5 All disturbed surfaces shall be made good using materials to match the existing materials, composition, form, finish and colour of the existing building.

Reason: In the interests of the special architectural and historic qualities of the listed building, having regard to adopted policy SD8 of the Joint Core Strategy (2017), Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990, and Historic Environment Good Practice Advice Note 2.

## **INFORMATIVES**

### 21/02364/FUL

- 1 In accordance with the requirements of The Town and Country Planning (Development Management Procedure) (England) Order 2015 and the provisions of the NPPF, the Local Planning Authority adopts a positive and proactive approach to dealing with planning applications and where possible, will seek solutions to any problems that arise when dealing with a planning application with the aim of fostering the delivery of sustainable development.

At the heart of this positive and proactive approach is the authority's pre-application advice service for all types of development. Further to this however, the authority publishes guidance on the Council's website on how to submit planning applications and provides full and up-to-date information in relation to planning applications to enable the applicant, and other interested parties, to track progress.

In this instance, having had regard to all material considerations, the application constitutes sustainable development and has therefore been approved in a timely manner.