



redevelopment of the site to provide replacement 18 bed community hospital, 12 bed palliative care facility, 64 no.bed care home, 45 assisted living units and key worker apartments, associated car parking, landscaping, open space, infrastructure and access works including provision of new vehicular access from Mount View.

**AMENDMENTS  
GRID REFERENCE  
OFFICER**

475753 182789  
Mr M.Moore

**APPLICATION NO.  
APPLICATION TYPE  
REGISTERED  
PARISH  
WARD MEMBER(S)**

[P12/S1426/LB](#)  
LISTED BLDG. CONSENT  
17.07.2012  
HENLEY-ON-THAMES  
Ms Joan Bland

**APPLICANT  
SITE**

Ms Elizabeth Hodgkin  
Amber Solutions for Care/NHS Oxfordshire PCT  
Townlands Community Hospital York Road Henley-on-Thames

**PROPOSAL**

Proposed conversion, alterations & partial demolition of listed and curtilage listed buildings and associated structures and wall to facilitate refurbishment and conversion for use as assisted living units as part of a wider health and social well being campus development.

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**1.0 INTRODUCTION**

- 1.1 These applications are referred to Planning Committee at the discretion of the Development Manager. Members have had the opportunity to visit the site.
- 1.2 Townlands Hospital site lies immediately to the west of Henley town centre and is identified on the **attached** plan.
- 1.3 The whole site lies within the Henley Main Conservation Area and within an area of archaeological restraint. It contains two Grade II listed buildings. The principal listed building comprises three ranges at the northern end of the site and was originally part of an 18<sup>th</sup> Century workhouse. The other listed building is a small pest house which also dates from the late 18<sup>th</sup> Century and was built in connection with the workhouse. Vehicular access at present is currently gained from York and Clarence Roads and works informally as a one way system.
- 1.4 There are a large number of unlisted buildings on the eastern end of the site. The majority are of no architectural merit whatsoever although two large buildings lying close to the northern boundary of the site with Mount View are of more character and considered to be 'curtilage listed' by virtue of their association with the Grade II listed workhouse range. Both the listed buildings and the 'curtilage listed' buildings are identified on the location plan.
- 1.5 The site contains a number of attractive mature trees which are protected by virtue of their location within the Conservation Area. There is a pronounced slope across the

site with the land rising up in a westerly direction from York and Clarence Roads towards Hop Gardens. From north to south, the land is more level.

- 1.6 There are some attractive brick walls bounding part of the site and numerous listed buildings surrounding the site. Hop Gardens which immediately adjoins the western boundary of the site are particularly attractive. The site contains relatively large areas of open space although there is no public access to this space. The site is prominent in views from York Road, Clarence Road and Mount View.

2.0 **PROPOSALS**  
**The planning application.**

Hospital

- 2.1 The application proposes the replacement of the current 18 bed community hospital together with a 12 bed palliative care home within the same building. Because of the slope of the site from east to west the building is three storeys at the front (facing east) built in three linked sections with each section topped with plant rooms. Towards the rear (west) the building is in effect two storey with the plant rooms on top. Each plant room has a low pitched roof. The maximum height to the top of the plant room at the front of the building is 16 metres and at the rear of the building is 11 metres. Each plant room pod is 2.5 metres high and therefore the main part of the hospital is approximately 13.5 metres high. The building is 25 metres deep and 57 metres wide with some additional single storey elements and (in effect) an underground service bay under a sedum roof. The external walls are proposed to be constructed in brick panels together with cladding in a grey finish. The roofs will be covered in a standing seam aluminium roof. The building contains the 18 hospital beds, 12 palliative care beds together with 8 outpatient clinics, dental clinics, physiotherapy rooms, x-ray and other scanning rooms, treatment rooms, plaster rooms, nurse rooms and consulting rooms. There are meeting rooms for medical staff together with a 61 sq.m. room which will be available for community uses.

Care Home

- 2.2 A 64 bed care home is proposed in the form of an 'H' shaped building. It is also a three storey building using the slope of the site. It will be a flat roof building with all the plant in a lower ground floor. The maximum height is 12.5 metres. Because it has a smaller floor to ceiling height requirement than the hospital the building will look different to the hospital building. However, the aim is to give a 'campus' feel to the site by utilising similar external materials.
- 2.3 Each limb of the 'H' is 14 metres by 37 metres with the link between the two being some 17 metres by 12 metres. As well as the individual bedrooms, with en-suite facilities, the ground floor contains laundry, cooking and dining facilities with living rooms, a small shop, a hairdresser and living and sitting rooms. A small clinic is also included. Each bedroom has a wheelchair compliant wet room and 50 per cent of the bedrooms are reserved for OCC funded patients.

Listed Buildings

- 2.4 It is proposed to convert the existing principal listed and curtilage listed buildings to 27 extra care units of differing sizes. The mix has been determined by the constraints of the building.

Extra care (new build).

- 2.5 Five extra care units are proposed in two new build blocks. Block 1 would contain a two bed manager's flat and a guest and day room, an office and two other flats. It would be 19 metres by 18 metres and be a three storey building with a hidden flat roof in the middle. Block 2 is 18 metres by 8 metres and three storey in height although the top floor is in roof. This would have an overall height of 11 metres.

Key Worker (new build)

- 2.6 Two identical blocks in a 'T' shape 15 metres by 9 metres with the limb of the 'T' being 7 metres. The overall height would be 8 metres and the blocks would provide 12 key worker flats. These will be controlled by a Registered Social Landlord and available on a cascade arrangement to either workers at the hospital who are in housing need or for those in housing need in the wider area.

Comparisons

- 2.7 The existing work house buildings are approximately 9 metres high. The total floorspace of all existing buildings in use and the listed buildings which are currently unused amount to approximately 7,000 sq.m. The total floor space when completed will be 12,700 sq.m. This represents a large increase in floor space but is generally accommodated within higher buildings. The current footprint of all buildings on site is 4,400 sq.m. whilst the footprint when complete would be 6,072 sq.m. In terms of parking spaces, at present there are many ad hoc car parking places on green areas. There are currently 62 formal parking spaces on the site although it should be noted that the majority of the listed buildings are currently unused. The application proposes 70 spaces for the hospital, 24 spaces for the care home and 51 car parking spaces for the extra care/key worker units. The applicant advises that the management of these would require a car park management plan to ensure that the parking areas are used for the hospital and other facilities on site rather than as a general needs car park for the town centre of Henley.
- 2.8 Access to the care home and hospital would be taken via York Road exiting through Clarence Road as the current situation. Access to the assisted living and key worker units will be via a proposed new access onto Mount View. This would involve the removal of a tree and section of wall on Mount View. As part of the application, it is proposed to improve the off-site junction of Mount View with Kings Road.
- 2.9 **Conservation Area Consent** is sought for the demolition of all the existing hospital buildings. These comprise a large two-storey structure between York Road and Clarence Road, the main hospital building, and adjoining prefabricated buildings, a boiler room and a range of presently unused brick buildings adjoining the listed buildings, a substantial 1960's extension to the 'School House', which is a curtilage listed building, a former brick built mortuary, a recent extension to the former work house and a number of other smaller demolitions including the section of wall in Mount View to gain access. A day centre prefabricated building has recently been removed from the southern part of the site.
- 2.10 **Listed Building Consent** is sought for the various demolition works and internal works to the principal listed building on the site.

2.11 A total of 42 trees are proposed to be removed. This will be discussed later in the report but only three of the trees to be removed are considered to be of some significance.

2.12 A full range of plans have been submitted together with the following supporting documents:

Design and Access Statement (including details of energy use, sustainability, waste management, sewerage and utilities, crime prevention and security, lighting the sunlight issues).

Transport Assessment.

Travel Plans.

Flood Risk Assessment/Drainage Strategy.

Ground Conditions and Topography.

Geo Environmental Report.

Arboricultural Survey/Constraints Plan.

Archaeology Report.

Landscaping Visual Impact Assessment.

Habitat Surveys and Bat Surveys.

Heritage Reports.

Air Quality Assessment Scoping.

2.13 The application is the subject of a planning performance agreement which was drawn up prior to the submission of the applications to give a structure to the processing of the application. Post submission, in accordance with the planning performance agreement, there have been discussions regarding the draft heads of terms for a Section 106 Agreement. This is discussed later in the report.

### 3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Henley-on-Thames Town Council – Recommended approval with the following comments:

- Adequate disabled access and parking spaces should be provided
- Design of the buildings needs to be considered and modifications explored
- The Town Council would like input on landscaping of site
- Location of war memorial needs to be considered
- Bus routes should be incorporated into site
- Second crossing on Kings Road to be considered under Section 106 agreement
- Key worker units to remain as such
- Key worker and assisted living spaces to favour those with Henley ties

3.2 Henley Society – Support the general principle of the development and the retention of the listed buildings. Raised a number of concerns including loss of trees, increase in traffic, the scale and design of the hospital and the location and bulk of the key worker units. Commented that the position, design and layout of the care home needs to be reconsidered.

3.3 Oxfordshire County Council Highways – No objection subject to conditions

3.4 Conservation Officer – No objection subject to conditions.

3.5 English Heritage – No objection to the principle and general form of the new buildings and welcome the proposal to restore the work house but cannot support the application without further refinements.

- 3.6 Forestry Officer – Objects to the application on the basis that the layout of the site fails to address the constraints placed by a small amount of category A and B trees.
- 3.7 Countryside Officer – No objection. Requires condition regarding implementation of development in accordance with submitted method statement.
- 3.8 Environmental Health Officer – Requires conditions regarding construction hours, noise, lighting and odour from the hospital and care home kitchens.
- 3.9 Air Quality Officer – Air quality impact is minimal. No objections
- 3.10 Contaminated Land Officer – No objection subject to a condition
- 3.11 Access Officer - Applicant has received input from an approved inspector. No further comments.
- 3.12 Waste Management Officer – Provided comments of waste collection.
- 3.13 Oxfordshire County Council Archaeologist – No objection
- 3.14 Oxfordshire County Council Strategic Planning – Do not wish to comment on the proposals.
- 3.15 Environment Agency – Object to the application on the basis of the absence of an acceptable Flood Risk Assessment. To be updated at the planning committee meeting.
- 3.16 Monson (Drainage consultants) – No objection subject to conditions.
- 3.17 Thames Water – No objection subject to conditions
- 3.18 Crime Prevention Design Officer – Applicant has completed a BREEAM assessment. No further comments.
- 3.19 Neighbour Representations – 31 letters of objection and 4 letters of comment

Issues of concern raised are:

- Scale of buildings would be inappropriate – buildings overly dominant
- Design of the buildings inappropriate – modern and stark
- Overdevelopment and over intensive use of the site
- Development would be harmful to conservation area – out of keeping with locality
- Impact on the setting of listed buildings
- Loss of open green space
- Impact on adjoining properties in terms of light, outlook, privacy and views
- Increase in traffic, inadequate parking provision, impact on highway safety
- Increase in noise, air pollution and light pollution
- Contrary to policy
- Lack of need for the proposals
- Lack of public transport provision
- Infrastructure unable to support the development
- Concerns over pest control during the progress of works as there are rats in the existing listed buildings.

Comments made in favour of the application:

- The conversion of the listed buildings has been dealt with sympathetically
- Retention of the hospital is important for the local community



- Recognition of the need for the development for health and care of local population
- Development will increase employment opportunities in the area

#### 4.0 **RELEVANT PLANNING HISTORY**

- 4.1 The site has been in hospital use for a considerable number of years and has been the subject of many planning applications for a variety of buildings works. In 1962 (reference P62/H0343) a planning application was submitted which related to the provision of a health clinic. This was the first planning application on the site and the plans submitted showed the principal buildings currently used as the hospital already there.
- 4.2 The pest house (a small listed building in the middle of the site) has recently been renovated in accordance with listed building consent granted in July last year (P11/E0521).

#### 5.0 **POLICY & GUIDANCE**

##### 5.1 **NPPF**

- Section 1 – Building a strong and competitive economy
- Section 6 – Delivering a wide choice of high quality homes – we need to plan for a mix of housing to meet the needs of different groups in the community. Our range should be to create sustainable, inclusive and mixed communities.
- Section 11 – Conserving and enhancing the natural environment – we should make effective use of brownfield land.
- Section 12 - Conserving and enhancing the historic environment – we should take a positive strategy for the conservation of the historic environment. Regard should be paid to the wider social benefits that proper use of historic assets can bring.
- 5.2 None of the policies within the South Oxfordshire Local Plan of relevance to this application are considered to be inconsistent with, or contradictory to, the provisions of the framework.

##### **South Oxfordshire Submission Core Strategy 2027**

- 5.3 The Inspector has now submitted his formal comments on the core strategy. Where the policies differ from the Local Plan policies, the Council will need to decide what weight to attribute to each. Policy CSS1 the overall strategy CSM2 Transport Assessment and Travel Plans, CSEM4 Supporting Economic Development, Policy CSH3 Affordable House, Policy CSH4 Meeting Housing Needs, Policy CSN1 The Strategy for Henley-on-Thames, Policy CSR3 Community Facilities and Rural Transport, Policy CSEN1 Landscape, Policy CSQ2 Sustainable Design and Construction, Policy CSQ3 Design, Policy CSB1 Conservation and Improvement of Biodiversity, Policy CSI1 Infrastructure provision,

##### **South Oxfordshire Local Plan 2011 saved policies**

- 5.4 G2 Protection of the Environment, C1 Development would have adverse impact on landscape character, C6 Maintain and Enhance Biodiversity, C9 Loss of landscape features, CON1 Demolition of listed building, CON2 Extensions to listed buildings, CON3 Alterations to listed buildings, CON4 Changes of use of listed buildings, CON5 Setting of listed buildings, CON6 Demolitions in Conservation Areas, CON7 Protection of Conservation Areas, CON11 Protection of archaeological remains, CON12 Archaeological Field Evaluation, CON13 Archaeological investigation, recording and publication, EP1 Polluting emissions, EP3 Lighting, EP6 Surface water management, EP8 development on contaminated land, D1 Principles of good design, D2 Safe and

secure parking for vehicles and cycles, D3 Outdoor amenity area, D4 Reasonable level of privacy for occupiers, D6 Community safety, D7 Access for all, D8 Conservation and efficient use of energy, D10 Waste management, D11 Infrastructure and services secured, H7 Mix of dwelling types and sizes to meet district need, H8 Density of housing development in and outside town centres, H9 Provision of affordable housing, T1 Safe, convenient and adequate highway network, T3 Transport assessment. Policy HEN1 is a site specific policy relating to this site and is therefore of particular significance.

### **South Oxfordshire Design Guide 2008**

#### **6.0 PLANNING CONSIDERATIONS.**

6.1 There are three applications and, although interrelated, it is necessary to consider them separately. In respect of application P12/S1424/FUL, the planning application, the main issues are considered to be:

- 1) The principle of development
  - a) Local Plan, 2011
  - b) Core Strategy 2027
  - c) NPPF
- 2) Development in the Conservation Area and impact on historical assets
- 3) Neighbour impact
- 4) Impact on trees
- 5) Affordable housing provision
- 6) Access and parking
- 7) Provision for infrastructure and facilities
- 8) Archaeology
- 9) Sustainability (including energy and water usage)
- 10) Ecology
- 11) Conditions and Section 106 Agreement
- 12) Other issues

6.2 In respect of application P12/S1425/CA (the Conservation Area consent application) the only issue to be considered is:

- 1) Impact on character, appearance and setting of Conservation Area

6.3 In respect of application P12/S1426/LB (the listed building consent application) the only issue to be considered is:

- 1) Impact on the character, appearance and setting of the listed building

#### **P12/S1424/FUL (the planning application)**

##### 1) Principle

6.4 Saved Policy HEN1 is the principal planning policy relating to this application. It is a site specific policy which seeks to retain the existing hospital use, ensure the preservation of the existing listed buildings, and secure a sympathetic range of new buildings in accordance with other policies in the Local Plan. The policy was approved in January 2006 and envisaged that the balance of the land would provide housing. At that time, extra care housing as a concept was in its infancy. In addition, there were no proposals at that time to provide a care home. The provision of the



care home is in accordance with the County Council's strategy for care provision and will permit, through having half the bedrooms available for County Council nominations, the reuse of other Council run care homes in the area. It is the redevelopment of other care home sites, principally Chilterns End, which will provide funding for this element of the scheme. Extra care housing, or assisted living, is a relatively new concept whereby people in need of care are able to stay within a familiar environment whilst being more cost effective than care homes. Members may be aware of the extra care scheme at the former Thame United Football Ground which has proved extremely successful. Although through the provision of the care home, this proposal is not, strictly, in accordance with Policy HEN1, the policy is permissive in terms of new housing and as the application does make provision for hospital use on the site together with the preservation of the listed buildings. The core strategy identifies the need for making good provision for the ageing population as a key challenge and sets this as an objective for the future. The provision of a care home and assisted living units with easy access to town centre and medical facilities is an ideal location for these specialist facilities. I consider that the application accords with the general principles of the Local Plan. Other policies of relevance are considered later in the report.

6.5 b) The Core Strategy 2027

The Core Strategy does not contain site specific policies although Policy CSHEN1 seeks to support Townlands Hospital in meeting their accommodation needs. It makes provision for the adoption of policies relating to how housing and other facilities will be provided within the district as a whole. The Townlands Hospital Site is the only major site within the Henley town centre which is capable of being redeveloped in a comprehensive way relatively easily as it is all within one landownership. The core strategy allocates 400 homes to Henley (increasing to 450 if suitable sites can be found) but does not allocate specific sites. The Local Plan originally envisaged that around 60 homes may be built on this site which would contribute to the 400 homes allocated for Henley. Under this scheme only the 45 extra care and key worker homes would contribute to this total, however the likely redevelopment of the Chiltern End site should provide additional homes. The most important aim for this site is to secure appropriate healthcare provision for the town and no specific housing numbers are sought through the core strategy. It is important to ensure that any scheme for this site provides a viable solution which will secure the hospital re-provision. The town centre location means that a relatively dense form of development is acceptable. The council recognises that the ageing demographic of the district will require changes to housing and healthcare provision. This scheme helps accommodate such changes by the provision of extra care, a care home and key worker accommodation required.

6.6 c) NPPF

This document considers that the purpose of the planning system is to contribute to the achievement of sustainable development and to ensure that sustainable development is not impeded. The three elements to sustainable development are economic, social and environmental. Consequently sustainable development should support sustainable economic growth to build a competitive economy, support strong vibrant and healthy communities and conserve important environments such as Conservation Areas. The contribution that the application makes to the healthy community's element has to be weighed in the balance of the potential detrimental impact on other issues. Section 6 of the NPPF seeks the provision of a wide choice of homes that create inclusive and mixed communities. It indicates that we should plan having regard to current and future demographic trends and should cater for the

needs of different groups in the community. Section 8 of the NPPF seeks the delivery and retention of facilities and services to meet community needs, it also seeks to facilitate the modernisation of such facilities to ensure they have a sustainable future.

6.7 2) Development in the Conservation Area and impact on historical assets.

In my opinion, the application would secure the long-term future of the principal listed building on the site. This building is a good example of a workhouse developing into a hospital and following extensive negotiation with the applicant I am satisfied that this historical asset is retained in a manner which respects its historical context. It has resulted in a number of unusual units of accommodation which have been influenced by the building. The concept of extra care is relatively recent but is a way of managing the provision of healthcare for people who do not need hospitalisation or the full time care afforded by living in a care home. Such units, as demonstrated by the experience at Thame, do not have the same external requirements as, for instance, a conversion to normal residential flats would. Communal gardens are acceptable and the level of parking requirement is well below that which would be required for normal residential accommodation. The applicant has advised that occupiers would be over 55, although in practice the occupiers are likely to be much older, and that occupiers would not have young children. If approved, the occupancy of these units would need to be controlled by condition to ensure that occupation is limited to those over 55.

6.8 The majority of the existing hospital buildings positively detract from the character, appearance and setting of the Henley-on-Thames Conservation Area. They are buildings of their time and are not of any architectural significance. They are now not fit for purpose and their removal is overdue. The design of the new hospital building and care home attempt to respect the local environment through the choice of materials. They are clearly modern buildings of their time but through the choice of materials, they will give a 'campus' feel to the site which I consider to be of benefit. The site is in a town centre location. I consider sufficient open space would be retained to achieve an appropriate setting. In addition, a draft landscaping plan has been submitted showing the general concepts of the proposed landscaping which includes a large area behind the hospital, only a little smaller than exists at present. The site at present does not include any public open space. However, by siting the new buildings away from the site boundaries, I consider the feeling of space will be retained. Although the new hospital and care home are larger than the buildings that they replace, they would have a more uniform appearance than the ad hoc buildings they replace. Consequently the new buildings will not in my opinion detract from the character, appearance and setting of the Conservation Area. Indeed I think that they will result in a positive improvement in the character and appearance of the area.

6.9 The new build extra care and key worker accommodation reflects the character of the Clarence and York Road terraces and are of a scale which in my opinion, is appropriate for the area. I consider that, overall, the design of the new buildings is appropriate, given their function and the area available for further planting will further assist in assimilating these new buildings into the conservation area.

6.10 3) Neighbour impact.

There can be no doubt that, however measured, there would be an increase in activity at the site. York Road and Clarence Road would continue to be used for the hospital but would also be used for the new care home which will require to be serviced. However, I would anticipate that there would be a number of linked trips and consequently the increase in use of York and Clarence Roads will not be as great as it would be if the whole of the balance of the site was used for housing as envisaged in

Policy HEN1. The use of Mount View for access to the extra care accommodation will result in some traffic passing close to properties in Mount View and the back of Clarence Road. However, I do not consider that this impact would be sufficiently great to justify a refusal of planning permission.

- 6.11 The principal new buildings are not close to the boundaries of the site. I do not consider that there would be direct overlooking of existing properties and the development is not sufficiently close to any neighbours to be oppressive or unneighbourly. There is likely to be an impact on views into and across the site from surrounding properties but, it is a long held fact that the purpose of planning is not to protect views from private properties. In any event, the existing buildings do present a not particularly attractive outlook and in my opinion this would be improved by the new buildings.
- 6.12 During the construction phase which it is anticipated will last approximately 2 years, there would be increased noise and disturbance to local residents. However, proper construction controls should to a large extent mitigate this impact.

6.13 4) Impact on trees

As indicated in the description of the application, it is proposed to remove 42 trees. The Forestry Officer has commented that of those only 3 are of any significance at all. Those 3 trees are category A specimens worthy of protection through a Tree Preservation Order. The applicant has examined the case for the removal of the trees very carefully. They have a problem that during the course of construction, the existing hospital has to remain in use and can only be closed once the new hospital is fully commissioned and in operation. Because of this constraint various temporary car parks and work compounds are required and although I consider that the loss of the trees is the most regrettable part of the scheme, I do believe that no alternative exists if healthcare provision in Henley is going to be continuous. This is a case where I consider that the public interest of continued healthcare provision overrides the public interest of retaining important trees.

- 6.14 The applicant has provided further details of their proposed landscaping scheme and I consider that the landscaping scheme would have to be of the highest quality to ensure adequate mitigation for the loss of the trees. A discussion has taken place with the applicant as to whether or not to bring onto the site semi mature or mature trees as replacements. In this case, I do not consider that this would appropriate given the length of time it would take for mature trees to establish themselves and the strong probability of failure. However, the provision of new trees is proposed and the applicant has now prepared proper plans for such provision.

6.15 5) Affordable housing provision.

Nationally there is considerable debate at present as to whether extra care housing comprises Class C2 or Class C3 usage. C2 use includes care homes, hospitals and convalescent/nursing homes, and C3 use comprises dwelling houses. The applicant has provided the Council with Counsel's opinion that the extra care accommodation (32 units in the listed building and new build) is Class C2. However, I do not accept this opinion. I consider that the provision of accommodation having its own front door giving access to a self contained unit, is a dwelling. Class C3, by definition, can also include an element of care provision for the occupiers ie extra care. Under Policy H9 (SOLP) 40% of Class C3 units are required to be affordable. Affordable housing at 40% would produce a requirement for 18 units of affordable housing. The applicant

has advised that this would make the scheme unviable. I accept that the provision of extra care accommodation through the conversion of existing listed buildings which are not in a good state of repair, adds a considerable amount of build costs. BNP Paribas, the Council's viability consultants, have advised that with an increase in build cost of 40%, which is not considered unreasonable given the listed buildings and their current state of repair, would only allow for the provision of 28% of affordable housing. In addition, the provision of the extra care and key worker accommodation has to provide the hospital at neutral cost. At the time of writing this report, BNP Paribas are considering the financial aspects of the case put forward by the applicant to justify a reduced affordable housing provision. I will provide an update at the meeting.

6.16 The applicant has also advised that 50% of the care accommodation proposed will be occupied by people based on need rather than ability to pay. If this is added to the total number of 'units' being provided, then 40% will be, in effect, affordable. Although this is factually correct, I do not consider that this should be the overriding consideration. Funding for the 50% care accommodation will come from the Oxfordshire County Council rather than from the applicant.

6.17 Later in this report I consider whether the extra care accommodation does need to have appropriate controls to ensure that it is not used for 'normal' residential accommodation. In addition, given the healthcare provision which will occur on the site as a result of the extra care accommodation provision, I consider that the 28% affordable housing contribution that the application makes is appropriate in the context of the affordable housing policies in both the Local Plan and Core Strategy.

6.18 The application proposes the provision of 12 key worker accommodation one bedroom flats. This represents 28% of the total of C3 units proposed on the site. It does not provide the normal mix of units and would certainly not provide family accommodation. However, the care facility that the hospital, care home and extra care will provide will have a requirement for many ancillary workers. If these people are in housing need, it is very sustainable to make provision for them on site. The applicant has made clear that there would be a cascade arrangement whereby hospital workers in housing need would take precedence. However, in the event that there were no hospital workers in housing need requiring a unit, they would then be made available for those in housing need in the local area. This would need to be controlled by an RSL and achieved through a Section 106 Agreement.

6.19 6) Access and parking

There will be a some increase in the use of York Road and Clarence Roads for access to the hospital and care home. However as already alluded to, much of the increase will be joint trips between the hospital and care home and OCC Highways have indicated that the access which already exists is adequate to take the increase in traffic movements. The new access onto Mount View is at location where traffic is relatively limited. With the improvements to the Mount View/Kings Road junction, I am satisfied that adequate access to the site exists for the uses proposed.

6.20 Parking in the centre of Henley is always a contentious issue. In this case, using normal TRICS data (a national system of trip generation analysis), indicates that the parking that is proposed is above that which would be required for the uses proposed. The hospital lies in a sustainable location and visitors to the various clinics could use public transport. The Town Council would like a bus service to go into the site. Although this has been examined very carefully, it would not be possible to take a bus right into the site. It would need very careful planning which would involve a substantial amount of land for the various bus lanes and operators are not prepared to

go onto private land with their buses. There is a bus service along Kings Road and therefore there would only be a walk of approximately 120 metres from the bus stop to the hospital.

6.21 Careful car park management will be required to ensure that the use of the car park is only undertaken by legitimate users of the hospital.

6.22 In respect of the extra care accommodation and car parking provision, the experience in Thame suggests that there is more than adequate parking. This assumes that the extra care accommodation is appropriately controlled. There is also parking available for the key worker accommodation, the occupiers of which are more likely to be owners of cars.

6.23 7) Provision for infrastructure and facilities

Oxfordshire County Council have indicated that other than Section 278, highway requirements relating to the access improvement at Mount View and Kings Road, they do not require any payments towards infrastructure provision. The extra care accommodation would not place a great strain on local facilities such as education because of the likely ages of the occupiers. The key worker accommodation is unlikely to be family accommodation and consequently they also would not generate a requirement for education.

6.24 In terms of the District Council infrastructure, the only normal contribution which would be applicable would be the community facilities contribution. The application proposes a 61 sq.m. meeting room for community use and the applicant is willing to have this controlled through a Section 106 Agreement.

6.25 8) Archaeology .

The archaeological investigation has revealed no artefacts pre dating 1774 when the first building was constructed on the site. There is no reason for further archaeological recording to be undertaken and no conditions required. This has been confirmed by the OCC Archaeologist.

6.26 9) Sustainability including energy and water usage

The hospital and care home have been designed to achieve a 'BREEAM' rating of excellent as required by the South Oxfordshire Design Guide. New build units can be built to Code Level 3 in the Code for Sustainable Homes. The listed buildings, in conversions, will have difficulty in achieving the same level. However the application seeks to make them as energy efficient as possible whilst still retaining the integrity of the buildings as listed buildings. Water usage will be kept to a minimum through water saving techniques as required by BREEAM and Code for Sustainable Homes requirements.

6.27 10) Ecology

Further investigations have shown that the buildings are not currently in use by bats. However, given that the roof voids of the listed buildings are suitable habitats, an appropriate condition should be imposed to ensure measures are taken to make proper provision for wild life.



6.28 11) Conditions and Section 106 Agreements.

There will be a requirement for a number of conditions concerning items such as materials, landscaping (as noted above will need to be of a high quality), protection of trees to be retained, foul and surface water drainage, provision of lighting etc. Also of importance, will be a condition controlling demolitions and hours of working during the construction phase and agreement to a comprehensive parking management plan. The highways officer requires a number of conditions relating to the new access and provision of parking areas at the appropriate time. The works will be phased and a condition to agree the phasing needs to be imposed. Wildlife and archaeological conditions are required together with contamination controls.

6.29 In terms of Section 106 Agreements, the key worker accommodation will need to be controlled to ensure that it is available for affordable housing and that the meeting room within the hospital is kept available for community uses

6.30 12) Other issues.

The hospital and care home will make waste provision through private contractors. The rubbish generated from the extra care and key worker accommodation will be collected by the District Council's contractors. Provision has been made to ensure that bin lorries can enter from Mount View, collect the waste at a central point and leave the site in a forward direction. Given that the extra care accommodation will include a manager, I believe that the central collection point is an appropriate way of dealing with the issue.

**P12/S1425/CA (the Conservation Area consent application)**

6.31 1) Impact on character, appearance and setting of the Conservation Area.

In my opinion, the character, appearance and setting of the Conservation Area will be considerably enhanced by the removal of the existing buildings. They are in a poor state of repair and do detract from the Conservation Area. Often ugly gaps can be left if buildings are demolished without being rebuilt. In this case the applicant has to build the new buildings before demolition and therefore there is no requirement for a condition concerning demolitions prior to contracts for new buildings.

6.32 The new buildings are bigger than the buildings that they replace but I consider that they have made good use of the contours of the site and their design adequately breaks up their size, bulk and massing. The site is large and can accommodate the development proposed in a manner compatible with its town centre location within the Conservation Area.

6.33 The loss of the wall on Mount View is regrettable. It includes the removal of a tree which is currently growing into the wall and a fence post but I consider that this dis-benefit is outweighed by the benefits of having a third access onto the site to serve the extra care accommodation which results in the reuse of what is presently a listed building.



**Application P12/S1426/LB (the listed building consent application)**

6.34 Impact on the character, appearance and setting of the listed building.

The applicant has undertaken much work in surveying the existing listed building and designing the accommodation within it to respect the listed building rather than necessarily being the most efficient accommodation. English Heritage have expressed some concerns particularly about the attic of the workhouse. There is evidence here of the way that the workhouse actually functioned. It includes original coat hooks and name plates for the occupiers. It is a large area. Given the viability of the scheme, to simply close it off would not be an option. However, following discussions with the applicant a full historical record will be made of the existing situation and as far as is possible, the fixtures and fittings will be retained in at least one area. At the time of writing this report, amended plans have been received which appear to accord with advice given by English Heritage although the consultation remains outstanding. I will report further as necessary at the meeting.

6.35 Other than the attic, the applicant has followed advice from both the Council's Conservation Consultant and English Heritage in terms of the manner in which the building would be renovated and converted. For instance, the existing window pattern has altered over the years as numerous alterations have been made to the building. Some of the alterations now proposed will revert the building back to its original state. Equally however, further alterations will take place to enable a satisfactory conversion of the building to its new use. I consider that the alterations proposed respect the character, appearance and setting of the principal listed building and will result in its long-term retention in a satisfactory manner.

6.36 The pest house has recently been renovated to a very high standard and I consider that although dwarfed by its surrounding buildings it still represents a historical feature of significance which has been adequately integrated into the scheme.

7.0 **CONCLUSION**

7.1 This site lies in an extremely sustainable location within the centre of Henley-on-Thames. It is a key site for the provision of healthcare within the district. The development will provide much needed care and retirement accommodation and affordable housing for key workers. The new hospital and care home will be built to current standards for energy and water use which will result in a considerable reduction in energy usage at the site given the present state of the existing hospital buildings. The provision of proper healthcare is in the public interest and this application represents a unique opportunity to improve healthcare provision in this part of the district. It also secures the retention of an existing substantial listed building which is in a poor state of repair. To be weighed against these issues are the fact that the development will result in more building mass on the site. However, I consider that the application proposes a design which has reduced the visual bulk and massing of the buildings as far as is possible. The loss of trees is most regrettable but the ongoing provision of healthcare throughout the build process is recognised. Through the imaginative use of the site topography, I consider that the bulk of the principal buildings has been sufficiently reduced to not have a detrimental impact on the area generally. Adequate green space remains with proper grounds between the hospital and Hop Gardens for the use by patients and residents.

7.2 In this case, the disbenefits of having a larger building form, the tree loss and a third access to the site are outweighed by the benefits of ensuring long-term healthcare provision in the area together with accommodation for the elderly and those in need of care.

8.0 **RECOMMENDATION**

8.1 **It is recommended that the decision to grant Planning Permission in respect of P12/S1424/FUL (the planning application) is delegated to the Head of Planning and Building Control subject to the prior completion of an appropriate legal agreement to provide that the key worker accommodation is for those in housing need who work at the hospital, care home or in connection with the extra care housing or are otherwise in housing need, and the following conditions together with such other conditions as may be appropriate:**

1. Commencing date 3 years
2. Compliance general
3. Samples of all new materials
4. Windows and door details for all new buildings.
5. Location of external drains, flues, vent and telecoms equipment.
6. Landscaping scheme
7. Tree protection scheme
8. Foul drainage scheme (to include details of fat collectors from kitchens)
9. Surface water drainage scheme (to include oil interceptors on car parks)
10. No impact piling unless method statement agreed
11. Control hours of work
12. Phasing scheme to be agreed (generally in accordance with submitted phasing scheme to include provision of parking at appropriate time)
13. Method statement for waste collection
14. External lighting scheme
15. Control of odour from kitchens in care home and hospital
16. Contaminated land
17. Construction traffic management plan
18. Parking management plan
19. Improvement to Kings Road/Mount View junction prior to occupation of the site
20. Safety audit to be submitted and agreed prior to first use.
21. Travel plan to be agreed
22. Parking for each use prior to first use of each building
23. Submitted Method statement for bats to be implemented.
24. Age restriction on extra care units.

8.2 **It is recommended that the decision to grant Conservation Area Consent in respect of P12/S1425/CA (the conservation area consent) is delegated to the Head of Planning and Building Control, subject to the following conditions together with such other conditions as may be appropriate:**

1. Commencing date 3 years
2. Compliance general

**8.3 It is recommended that the decision to grant Listed Building Consent in respect of P12/S1426/LB (the listed building consent) is delegated to the Head of Planning and Building Control, subject to the following conditions together with such other conditions as may be appropriate:**

- 1. Commencing date 3 years**
- 2. Compliance (listed building consent)**
- 3. Samples of all new materials.**
- 4. Protection of historic features (including salvage and re-use)**
- 5. No demolition or internal works to listed building until a recording is made of the building in accordance with details to be agreed prior to commencement**
- 6. Submission of programmes of phased works to the listed buildings.**
- 7. Details of repairs and replacements for all external windows and external and internal doors.**
- 8. Details of roof insulation, all external drainage, internal finishes including retention of historic plaster, cleaning of brick work and retention of historic features in hobbies room**
- 9. Any changes to internal finishes, including flooring, paint finish, wiring, plaster and joinery details within the hobbies room to be agreed.**
- 10. Conservation management plan to be agreed.**
- 11. Repair and convert listed buildings prior to occupation of any new build dwelling**

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