

TOWN AND COUNTRY PLANNING ACT 1990
PLANNING AND COMPULSORY PURCHASE ACT 2004

PLANNING STATEMENT

CONVERSION AND EXTENSION
OF FORMER PIER VIEW HOTEL
INTO 5No. FLATS, PROVISION OF
ACCESS ROAD, CAR PARKING
AND OUTDOOR AMENITY SPACE

PREPARED ON BEHALF OF

GFC PROPERTY LTD

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November 2023

MWA

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CONTENTS	Page
1.0 INTRODUCTION	3
2.0 RELEVANT PLANNING HISTORY	5
3.0 RELEVANT PLANNING POLICY	6
4.0 CONSIDERATION OF THE MAIN ISSUES	10
5.0 OVERALL CONCLUSIONS	17

Appendix [1] Relevant Stroud District Local Plan Policies (2015).

1.0 INTRODUCTION

1.1 A full planning application has been prepared on behalf of GFC Property Ltd (the 'Applicant') for permission to convert the former Pier View Hotel, Oldminster Road, Sharpness, into 5No. residential apartments, including the rebuilding of a former single storey rear extension which had been used as a toilet block. The application has been prepared following the submission of a second application following the withdrawal of App. No. S.23/0921/FUL. The second application proposes the construction of 9No. dwellings within the grounds of the former hotel including the provision of 3No. affordable dwellings. The proposed vehicular and pedestrian accesses are common to both the new build housing and the planned conversion.

1.2 The following documents are submitted in support of the application:

Planning Statement	MWA
Design and Access Statement	In House Building Design
Built Heritage Statement	Pegasus Group
Further Ecological Surveys Report	Abricon
BNG Report including Metric 4.0	Abricon
Energy Strategy	Fenton Energy
Arboricultural Impact Assessment	Tree Maintenance Ltd

1.3 The following plans are submitted in support of the application:

Drawing	Drawing No.	Scale
Site Location and Block Plan	LOC01	1: 1250 and 1: 500 @ A3
Planning Layout	PLH01	1: 500 @ A3
Ground Floor Proposed	HP01	1: 100 @ A3
First Floor Proposed	HP02	1: 100 @ A3
Second Floor Proposed	HP03	1: 100 @ A3
SW-NW Elevations Proposed	HP04	1: 100 @ A3
NE-SW Elevations Proposed	HP05	1: 100 @ A3
Ground Floor Existing	HP06	1: 100 @ A3
First Floor Existing	HP07	1: 100 @ A3
Second Floor Existing	HP08	1: 100 @ A3
NW-SW Elevations Existing	HP09	1: 100 @ A3
NE-SW Elevations Existing	HP10	1: 100 @ A3
Screening - Fence	SC01	1: 20 @ A3
Topographical Survey	1899-01	1: 250 @ A1

1.4 Following this introduction the report is set out as follows:

Section 2: This summarises the relevant planning history although nothing material has been found on the Council's web site relating to the former hotel building itself.

Section 3: In this section we provide a summary of relevant planning policy within the Stroud District Local Plan (2015) together with national advice within the National Planning Policy Framework (2023).

Section 4: Our assessment and conclusions on the main issues raised by the application are outlined including an assessment against the relevant planning policies.

Section 5: This outlines are overall conclusion that the proposal involves a sustainable form of development involving the re-use of a vacant building, which should be approved.

2.0 RELEVANT PLANNING HISTORY

- 2.1 The wider site has a relatively extensive planning history but there are no relevant applications relating directly to the former hotel.

3.0 RELEVANT PLANNING POLICY

A. The development plan

- 3.1 For the purposes of section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan comprises the Stroud District Local Plan (November 2015).
- 3.2 The following policies have been considered as part of the proposed application. These are summarised at Appendix [1].

Strategic Objectives

SO1 Accessible Communities

SO4 Transport and Travel

SO5 Climate Change and Environmental Limits

Core Policies

CP1 Presumption in favour of Sustainable Development

CP2 Strategic Growth and Development Locations

CP3 Settlement Hierarchy.

CP4 Place Making

Core Policies Homes and Communities

CP6 Infrastructure and Developer Contributions

CP7 Lifetime Communities

CP8 New Housing Development

CP9 Affordable Housing

CP14 High Quality Sustainable Development Delivery Policies - Homes and Communities

HC1 Residential Development in Urban Areas

Delivery Policies - Economy and Infrastructure

EI11 Promoting Sport, Leisure and Recreation

EI12 Promoting Transport Choice and Accessibility.

EI13 Protecting and Extending our cycle routes

RI16 Protecting Community Facilities

Delivery Policies - Environment and Surroundings

ES1 Energy Efficiency and Sustainable Construction

ES3 Maintaining Quality of Life Within Our Environmental Limits

ES4 Water Resources, Quality and Flood Risk

ES6 Biodiversity and Geodiversity

ES7 Landscape Character

ES8 Trees and Hedgerows and Woodlands

ES10 Valuing Historic Environment and Assets

ES12 Better Design of Places.

ES14 Provision of Semi-Natural and Natural Green Space with New Residential Development

ES15 Provision of Outdoor Play Space

B. NPPF (2023)

- 3.3 An important material consideration particularly in relation to housing developments, is the National Planning Policy Framework the most recent version having been published in September 2023. Paragraph 2 of the Framework continues to acknowledge the statutory position that decisions are made in accordance with the development plan unless material considerations indicate otherwise. The NPPF is clearly an important material consideration in respect of this scheme.
- 3.4 Paragraph 7 of the NPPF makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development noting that the UK along with members of the United Nations, have agreed to pursue 17 Global Goals for Sustainable Development in the period to 2030. These address social progress, economic well-being environmental protection. Thus, there remains a clear focus on achieving the components of sustainable development, in parallel.
- 3.5 Paragraph 8 advises that the planning system has three overarching objectives which are interdependent. The economic, social, and environmental objectives should be pursued in mutually supportive ways, with net gains secured across each of the different objectives (paragraph 8).
- 3.6 Paragraph 8 further states that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways. These are:
- An economic objective which includes ensuring that enough land of the right types is available in the right places and at the right time to support growth.
 - A social objective which includes securing strong, vibrant, and healthy communities and that a sufficient number and range of homes can be provided to meet the needs of the present and future generations. Well-designed, beautiful and safe environments should be secured.
 - An environmental objective which includes protecting and enhancing our natural, built, and historic environment including making effective use of land and improving biodiversity.

- 3.7 Paragraph 9 makes clear that these objectives should be delivered through the preparation and implementation of plans and the application of policies in the Framework. This continues to reinforce the importance government places on the plan-led approach to development and the determination of applications and appeals. The paragraph emphasises that planning policies and decisions should play an active role in guiding development towards sustainable solutions, to reflect the character, the needs, and opportunities of each area.
- 3.8 Paragraph 11 sets out the presumption in favour of sustainable development. For decision taking this means:
- c) approving development proposals that accord with an up-to-date development plan without delay; or
 - d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date¹, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed²; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
- 3.9 Paragraph 12 of the NPPF advises that where a planning application conflicts with an up-to-date development plan, permission should usually be refused. It advises that LPAs may take decisions that depart from an up-to-date development plan, but only if material considerations in a case indicate that the plan should not be followed. In this case the SDLP is not up to date but it is accepted that weight can be applied to its policies in accordance with paragraph 219 of the NPPF.
- 3.10 Section 3 of the NPPF refers to plan making and stresses that the planning system should be genuinely plan-led. Paragraph 20 reinforces the importance of strategic policies providing a clear basis for ensuring the design quality of places.
- 3.11 Section 5 refers to the delivery of a sufficient supply of homes and is a relevant consideration of this application. Paragraph 60 outlines the Government's objective of significantly boosting the supply of homes and emphasises that it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
- 3.12 Paragraph 68 states that strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, considering their availability, suitability, and likely economic viability. Planning policies should identify a supply of:

¹ Footnote 8 advises that this includes situations where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites or where the Housing Delivery test indicates that the delivery of housing was substantially below (less than 75% of the housing requirement over the previous three years).

² Footnote 7 identifies policies within the Framework which apply which include heritage assets.

- a) specific, deliverable sites for years one to five of the plan period³; and
b) specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.
- 3.13 Section 11 of the Framework supports planning policies and decisions that make effective use of land while safeguarding and improving the environment (paragraph 120). Planning decisions should encourage multiple benefits from both urban and rural land, including through mixed use schemes.
- 3.14 Section 12 of the Framework states at paragraph 126 that the creation of high-quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. The requirement for the planning system to deliver 'beautiful' buildings and places in the recent 2021 version of the Framework, reinforces the importance of developments being able to deliver high quality design. Paragraph 127 advises that plans should set out a clear vision and expectations so that applicants have as much certainty as possible about what is likely to be acceptable.
- 3.15 Paragraph 130a) further states that decisions should ensure that developments will function well and add to the overall quality of an area, over its lifetime and deliver schemes which are visually attractive as a result of good architecture, layout and effective landscaping (paragraph 130b). Paragraph 130c) also advises that developments should be sympathetic to local character and history including the surrounding built environment and landscape setting, with development establishing a strong sense of place to create attractive, welcoming, and distinctive places to live. In addition, paragraphs 130d) and e) are also relevant to this application and support schemes which establish or maintain a strong sense of place and optimise the potential for a site to accommodate and sustain an appropriate amount and mix of development.
- 3.16 Section 15 deals with conserving the natural environment placing an emphasis on decisions which contribute to and enhance the natural and local environment.
- 3.17 The conservation and enhancement of the historic environment is dealt with in section 16 of the Framework. Paragraph 189 affirms that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. Paragraph 190 states that plans should set out a positive strategy for the conservation and enjoyment of the historic environment considering the desirability of sustaining and enhancing their significance (paragraph a) and the desirability of new development making a positive contribution to local character and distinctiveness (paragraph d).
- 3.18 As confirmed in the Heritage Statement (October 2023) prepared by Pegasus, paragraph 203 of the NPPF requires a decision maker to weigh the impact of any potential impact on a non-designated heritage asset.

³ Footnote 34.

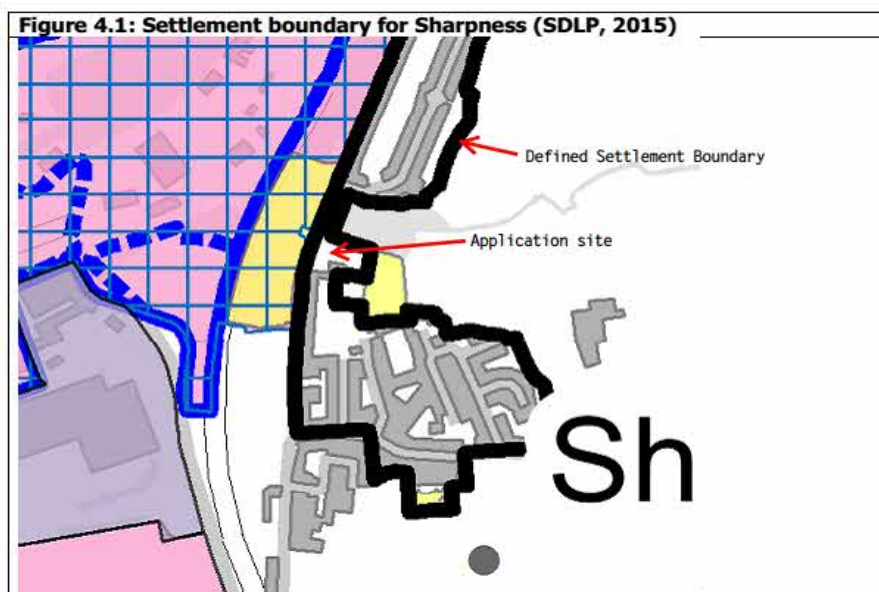
4.0 CONSIDERATION OF THE MAIN ISSUES

(a) The principle of development

- 4.1 Three of the principal objectives in the SDLP relate to providing development which is accessible from large settlements, create employment and ensure that the landscape and visual qualities of the District are conserved.
- 4.2 The scheme accords with Strategic Objective SO1: Accessible communities in that the development will be located within the settlement of Sharpness or adjacent to large settlements, where future residents can benefit from existing facilities and services. Although Sharpness is identified as a Third Tier settlement under Policy CP3, the Local Plan confirms that there is a need for further development and Policy CP2 outlines the strategic growth locations. At Sharpness 17ha is allocated for employment and 300 houses on strategic sites. Policy CP3 confirms:

The settlements set out within this hierarchy all have defined settlement boundaries or “development limits,” within which suitable development may be permitted. These are identified on the Policies Map.

- 4.3 As confirmed in Figure 4.1 the site lies within the DSB for Newtown/Sharpness:



- 4.4 In addition Strategic Objective SO6: Our District’s distinctive qualities confirms that new development should reduce the impact of development on biodiversity and sensitive landscapes by prioritising sites that lie outside the Cotswolds AONB or the protected landscapes of the River Severn estuary. The application site does not lie within the Cotswold AONB nor within a protected landscape within the estuary. It comprises an existing building and associated land within the DSB.
- 4.5 The application site also falls in an area identified as the Berkeley Cluster with Sharpness being identified as a Strategic Development Site within the locality. The identification of Sharpness as one of the strategic locations for growth in the District highlights the importance attached to it in terms of delivery of the objectives of the Local Plan as a whole.

The location has therefore been identified as being a sustainable location which is appropriate to accommodate growth within the plan period in order to assist in meeting the requirements of the District. The Council's recent approval for a new dwelling at No. 43 Oldminster Road confirms this position.

- 4.6 In addition although yet to be adopted the Stroud District Local Plan Review (2022) which is subject to examination, confirms that Sharpness can support a New Settlement (a garden community) and promotes a strategic site allocation (PS36) for 2,400 dwellings and 10 ha of employment land. The Council's response⁴ to questions raised by the Inspectors examining the plan confirms:

The Sharpness New Settlement, located close to facilities and services at Tier 2 Berkeley and Tier 3a Newtown/Sharpness, will deliver growth requirements in a manner compatible with a concentrated growth approach, whilst supporting the regeneration of the Berkeley/Sharpness area, which has suffered from a loss of employment, services and facilities in recent years and performs poorly against certain indices of deprivation.

In terms of meeting the strategic objectives of the SDLP, the Sharpness New Settlement will:

■ deliver a significant quantum of the District's affordable housing and market housing needs, provide a full range of social, leisure and recreation opportunities together with education opportunities through the delivery of a new secondary school, to meet Strategic Objective SO1: Accessible communities;

■ provide for a mix of uses, within an accessible layout prioritising active travel, with access to a significant new green infrastructure resource which will support the delivery of healthy, inclusive and safe communities set out in Strategic Objective SO1a;

■ deliver a sizeable business park to support local employment and bring back wider employment opportunities to an area which has seen decline since the closure of the Berkeley Power Station, complementing other regeneration projects in the area, thus supporting Strategic Objective SO2: Local economy and jobs;

■ supporting the vitality of Berkeley town centre, by bringing new residents and businesses to the Berkeley Cluster area, and by providing improved local walking and cycling links with the town, in support of Strategic Objectives SO3: Town centres and rural hinterlands;

■ bringing forward a new settlement with a degree of internalisation, meeting local needs without the need to travel, and by embracing new technologies and approaches to support active travel and public transport measures, including through the reintroduction of passenger services onto the Sharpness branch line and support for existing and new bus and coach services. These will deliver a step change in transportation measures for the local area, in support of Strategic Objective SO4: Transport and travel

⁴ Matter 5: New settlements at Sharpness and Wisloe (March 2023).

4.7 In relation to Local Plan Policy EI6 which refers to Protecting Community Facilities, this does not include hotels within its terms. The policy refers to village shops, public houses, village and other community uses. The aim is to protect premises that provide key services and facilities and contribute to the economic viability of settlements. Hotels are not defined as a community facility under the terms of this policy.

(b) Site specific considerations

4.8 Delivery Policy HC1 confirms that within defined settlement development limits, permission will be granted for residential development or redevelopment, providing a range of criteria are met. These are discussed below.

1. the proposed housing is of a scale, density, layout and design that is compatible with the character, appearance and amenity of the of the settlement in which it would be located and the density proposed is at as high a level as is acceptable, in terms of townscape, street scene and amenity

4.9 The Design and Access Statement confirms the approach adopted to the sympathetic conversion of the former hotel. Policies CP5, CP8 and CP14 all seek to ensure high quality, sustainable new developments and the scheme proposed positively addresses all of the objectives the policy identifies.

1. where appropriate schemes should include a variety of dwelling types and sizes, which meet identified local needs

4.10 The scheme involves the following:

3x2 bedroom flat (1No. unit will be affordable; the balance market housing)
2x3 bedroom flat (Market)

4.11 The range is consistent with the Council's 'Housing strategy 2019-2024' which supports the provision of high quality affordable and open market housing. The 'Gloucestershire Local Housing Needs Assessment' (2019) also confirms that in Stroud District there is a future need for the following types of affordable housing:

1 bedroom	17.3%
2 bedroom	43.7%
3 bedroom	33.3%
4+ bedrooms	6.4%

4.12 The proposed mix of affordable and open market houses within the proposal broadly accords with the predicted future need for affordable dwellings and meets the requirements of Policy CP9. A 2 bedroom affordable flat is proposed. However it is proposed that this provision is accommodated within the proposed development of 9No. dwellings on the adjoining site which is subject to a separate application by the same Applicant.

2. on edge of settlement sites, the proposal would not appear as an intrusion into the countryside and would retain a sense of transition between the open countryside and the existing settlement's core

- 4.13 The proposal is located entirely within the boundary of Sharpness and on the settlement's edge. There will be no visual or physical encroachment into the countryside. Development will occur within the built envelope of the former hotel.
3. it would not cause the loss of, or damage to, any open space which is important to the character of the settlement
- 4.14 The site does not contain any publicly accessible open space which would be affected.
4. it would not result in the loss of locally valued habitat which supports wildlife
- 4.15 The proposal is supported by an Ecological Surveys Report by Abricon. [REDACTED] [REDACTED] there are no Great Crested Newts within the two ponds within 500 metres of the site. Suitable mitigation can be provided in respect of the translocation of any reptiles.
- 4.16 In respect of the location of the site within the catchment of the Severn Estuary SPA/SAC/Ramsar a financial contribution will be made towards offsetting any potential impact. In this regard, the Applicant agrees in principle to pay the appropriate commuted sum.
- 4.17 In respect of the application site itself, no trees are proposed to be felled thereby ensuring that bat roosts are not affected. A sensitive lighting scheme can be provided and controlled by a suitably worded condition to avoid unnecessary and harmful illumination during hours of darkness.
- 4.18 The BNG Report⁵ by Abricon confirms that a net gain of 32.02% for area based habitats will be delivered and 19.55% for linear (hedgerow) habitats.
5. any natural or built features on the site that are worthy of retention are incorporated into the scheme
- 4.18 The proposal does not affect any trees and hedgerows. There are no built features within the site which merit retention.
6. an appropriate area of private amenity space is provided for the occupiers of each dwelling house. Where other types of residential accommodation are proposed, an appropriate level of amenity space to serve the scheme as a whole is provided
- 4,19 A communal amenity area is provided for occupiers of the 5 apartments. It is also relevant to note that the site lies opposite a park and there is access to the wider countryside via public rights of way.
7. it is not subject to any other over-riding environmental or other material planning constraint

⁵ Which includes Metric 4.0 calculations.

4.19 There are no over-riding environmental or other material planning constraints which would prevent the development of the site as proposed.

8. have a layout, access and parking appropriate to the site and its surroundings.

4.21 The scheme involves stopping up the existing site access and creating a new vehicular and pedestrian access centrally from Oldminster Road with a 2.4m x 43m visibility splay. This is consistent with the details submitted within the previous App. No. S23/0921 for the 9No. dwellings.

4.22 The internal access road has been designed to ensure that a refuse vehicle and cars can pass. In addition the Pier View Hotel is provided with separate car parking and delivery access.

(c) The impact on the former Pier View Hotel

4.23 The Built Heritage Statement examines the potential impact on the Pier View Hotel which is a non-designated heritage asset.

4.24 Overall it is concluded that the scheme will result in a minor level of harm and this requires a balanced judgment to be made in accordance with paragraph 203 of the NPPF. It is considered that the scale of the impact is minor and taking into account the benefits of delivering both open market and affordable housing, the scheme complies with Policy ES10 of the SDLP. The benefits of the scheme are as follows:

- It would assist in boosting the supply of housing within Sharpness and District as a whole consistent with the requirements of Policy HC1 and the NPPF.
- It will make beneficial use of underused, vacant brownfield land in accordance with paragraphs 119 and 120c) of the NPPF.
- It would deliver 3No. affordable dwellings. The 'Gloucestershire Local Housing Needs Assessment' (2019) confirms that there is a requirement to provide 638 affordable dwellings per annum in Stroud.
- It will provide the opportunity through a Landscape and Ecological Management Plan to ensure that the trees and ecological assets are improved and a net gain in biodiversity secured.
- It will deliver employment opportunities during the construction phase.
- New residents will contribute to the local economy.

(d) Affordable housing

4.25 Core Policy CP9 requires the provision of 30% affordable housing on sites of four dwellings or more. It confirms that the Council will negotiate the tenure and type of affordable housing on a site by site basis.

4.26 Based on 5No units, 1 ½ No. affordable apartments are required. It is proposed that the affordable housing requirement is accommodated on the adjoining site which is subject to a planning application for 9No. dwellings.. Thus the combined affordable housing contribution of 4 units would be provided within the new build housing providing greater flexibility in the type and size of the units. The Applicant will enter into a section 106 obligation confirming amongst other matters that in combination the two applications will cover the following:

- the 'Affordable Housing' will be defined in accordance with Annexe 2 of the NPPF (2021)(or as amended/superseded) and shall include Social Rented and Shared ownership provided to specified Eligible Persons in Housing Need.
- the 'Affordable Housing Mix' shall include Social Rented (2No. unit) and Shared Ownership (2No units).

4.27 The proposal therefore complies with the requirements of Policy CP9.

(e) Building performance, Sustainability and Climate Change

- 4.28 It is proposed that the development will perform well against the required Building Regulation standards which requires a high performance (such as insulation and efficient heating) in new build dwellings.
- 4.29 An Energy Strategy has been prepared by Fenton Energy which confirms in accordance with the SPD 'Housing Sustainable Construction and Design Checklist' (February 2017), its compliance with Delivery Policy ES1.

(f) Drainage

Context

- 4.30 The Environment Agency Surface Water Flood Risk Mapping, available online, identifies that the whole site is at very low risk (Low probability of flooding, less than 0.1% per year) of flooding due to surface water runoff from adjacent areas.
- 4.31 Wessex Water sewer records confirm the existing foul and surface water public sewers within the vicinity of the site. To the west of the site within Oldminster Road there is an existing 225mm diameter foul water sewer which runs in a northerly direction before discharging into a pump station adjacent to the north west corner of the site. Another foul water sewer runs in a westerly direction adjacent to the northern boundary of the site before diverting across the western corner of the site and discharging into the existing pump station.
- 4.32 An existing surface water sewer runs in a northerly direction adjacent to the eastern boundary of the site before discharging into the existing watercourse. The existing watercourse is located beyond the northern boundary of the site which flows in a westerly direction and discharges into the River Severn

Foul drainage strategy

- 4.33 The apartments will utilise the existing foul water connection associated with the former Hotel.

Surface water drainage strategy

- 4.34 The surface water drainage system associated with the existing building will be retained.

5.0 OVERALL CONCLUSIONS

5.1 Our overall conclusions are as follows:

1. The proposed development comprises a brownfield site in a sustainable location within the settlement boundary of Newtown/Sharpness. The latter is located close to Berkeley which comprises a Tier 2 settlement and which is currently proposed for significant housing and employment development within the draft SDLP.
2. The Built Heritage Statement confirms that there will be an acceptable degree of impact on the former Pier View Hotel, a non-designated heritage asset.
3. Affordable units are proposed in accordance with the tenure and size required under the requirements of Policy CP9 and the NPPF. These will be delivered as part of the affordable housing to be provided on the adjoining site which is subject to a separate application.
4. The impact on the Severn Estuary SCA/SPA and Ramsar Site will be mitigated via an appropriate financial contribution.
5. The scheme will deliver a net increase in biodiversity.