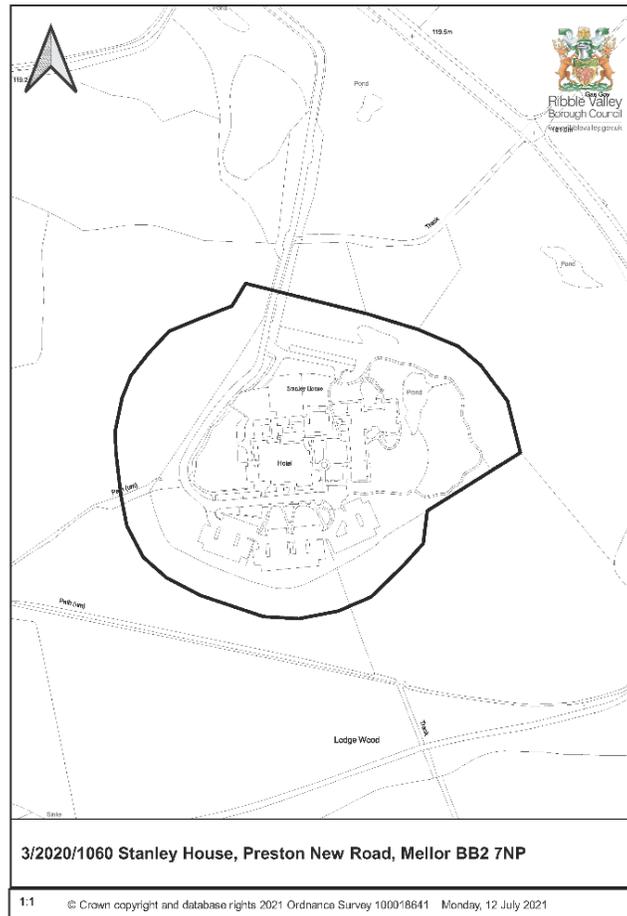


APPLICATION REF: 3/2020/1060

GRID REF: SD 364569 429928

DEVELOPMENT DESCRIPTION:

LISTED BUILDING CONSENT NEW DEVELOPMENT (TO REPLACE APPROVED BUT UNBUILT DEVELOPMENT FROM 2008 PLANNING CONSENT) INCLUDING: NEW SPA AND LEISURE COMPLEX, BANQUET HALL, EXTENSIONS TO EXISTING HOTEL ENTRANCE AND RESTAURANT, NEW BEDROOM BLOCK, EXTENDED CAR PARK, AMENDMENT OF INTERNAL ACCESS ROAD, REROUTING OF PARK PUBLIC RIGHT OF WAY AND ENHANCEMENT OF EXISTING SECTION OF RIGHT OF WAY, NEW HARD AND SOFT LANDSCAPING AND TREE PLANTING AT STANLEY HOUSE, PRESTON NEW ROAD, MELLOR BB2 7NP



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH COUNCIL:

- It is acknowledged and noted that this application follows from the 2008 unbuilt approved additional development which was submitted by the previous owners.
- Mellor Parish Council submits that a number of factors have altered in the vicinity during the ensuing period, which give rise to concerns when a major development is applied for. These changes include continuing major expansion at BAe Systems & Enterprise Zone and the

recent release of plans by Blackburn with Darwen Council for additional housing which is bound to put additional vehicle movements on the A677.

- The Parish Council is very disappointed with the comments from LCC Highways
- It is requested that a site visit is made to fully assess the risks due to both current and likely medium term future traffic conditions.
- Traffic and the speed of traffic has considerably increased since 2008- more is needed in order to protect residents, other road users and particularly visitors to the site.
- LCC Highways requests for construction traffic to avoid use of the highway for backing & turning, and wheel washing on site are welcomed, but Mellor Parish Council requests that financial support to a much improved road junction at Further Lane / A677 junction be sought as part of any conditions imposed, should the application be approved.
- Car Parking -the applicants consider that there will be adequate car parking (including staff & overspill) however in order to protect local residents from unnecessary inconvenience, Mellor Parish Council requests double yellow lines be painted on Further Lane
- Similarly, double yellow lines on Mire Ash Brow would avoid possible parking, with subsequent pedestrians crossing A677.
- Lighting – The application site is in a rural setting and therefore it is hoped that the design & layout of lighting will be such that it is as unobtrusive in the landscape as possible
- Noise – Construction traffic would inevitably create noise and it would be expected that strict working times would be fixed in conditions and adhered to.
- Parish Council would welcome the opportunity for future dialogue with Barnfield, as preferred contractors
- Limits on music levels and time for windows and doors to be closed would be expected in order to avoid intrusive noise for residents and other visitors to the venue.
- EV points - It is noted that a number have been suggested in the applicant's agent's response & Parish Council requests that the number and type be defined.
- Green Energy initiatives - Mellor Parish Council continues to look towards carbon neutrality and any further plans for such progress would be welcomed for all local businesses.
- The large area of new planting is welcomed.
- PROW diversion – this is noted and understood.
- In summary, whilst Mellor Parish Council does not have strong opposition to the application in principle, nevertheless some aspects, in particular those of road safety for all users is of grave concern.

LCC ARCHAEOLOGY:

No formal archaeological works necessary as a result of this proposal.

HISTORIC ENGLAND:

- No objection to the applications on heritage grounds, as consider that the applications meet the requirements of the NPPF, paragraph numbers 184 and 193.
- In assessing the proposal, HE consider the revised scheme proposes an increase in the footprint of the built form, as well as a noticeable increase in the extent of the site which would be developed. However, it would also result in the proposed new built form being less intensive in nature and being in less sensitive areas of the site.
- In particular it is noted that the revised proposals would not physically adjoin the listed building and would therefore create a clear sense of separation between Stanley House and the other built form on the site.

- The proposed development would therefore have a greater impact on the wider environment in which the listed building is experienced, but would [also] have a better impact on its immediate setting, and on the building itself.
- As the significance of the listed building is considered to derive primarily from its physical fabric and the ability to appreciate its exceptional architectural interest from shorter views within the site, the movement of built form away from the listed building is considered to have a strong positive impact.
- Conversely, the wider setting of the listed building is identified to make a low contribution to its significance, as it has already been fundamentally altered by the existing and additional permitted built form on the site.
- The greater proliferation of the built form across the site is, however, considered to have a minor negative impact, as it will cumulatively add to the existing separation of the hall from its historic wider setting, and add to the dominant nature of the new built form in approaches to the hall. In particular it breaks up the mass of hard landscaping with soft landscaping and alternative surface finishes, in order create a softer visual appearance.
- Considered cumulatively the revised configuration of the buildings on the site would better reveal the special historic and architectural interest of the listed building.
- The scheme would result in a development that would better preserve the significance of the listed building.
- We would, however, suggest that, if the local planning authority was minded to approve the applications, conditions requiring the submission of additional detailed information would be beneficial.

OTHER AMENITY GROUPS:

No representation received.

ADJACENT LPA's:

No comments received

ADDITIONAL REPRESENTATIONS:

Two supporting letters have been received from Lancashire Enterprise Partnership and Marketing Lancashire both welcome the substantial investment and consider it has the potential to be a significant tourism and leisure asset for the county. The LEP recognises the contribution tourism, culture and place has to play in securing economic growth both as a generator of immediate employment opportunities within the sector, but also as an enabler and catalyst to help realise the LEP's wider ambitions to promote the county as an attractive place to invest, live and visit.

Two letters of objections have been received which raise the following issues:

- Concern over flood risk
- Highway safety as a result of additional traffic causing issues at Preston New Road junction.
- Harm caused to the listed Building by the cumulative impact of the size of the development
- Impact on public right of way
- Noise disturbance due to the activities at the site

1. Site Description and Surrounding Area

- 1.1 The site is within the confines of Stanley House which is a Grade 2* listed building situated in extensive grounds to the south of the A677 some 3 miles to the north west of Blackburn and is located with Mellor Parish. The remainder of the buildings at the site are considered

to be curtilage listed although some of the buildings are clearly of recent construction. To the south of the site is Woodfold Park. The site is not the subject of any site-specific designations in terms of landscape, ecology or other designations but there are some protected trees within the site.

- 1.2 The site is within designated Green Belt.
- 1.3 The site is served by a well-established access off the A677.

2. **Proposed Development for which consent is sought**

- 2.1 The proposed development at site is for listed building consent for new development (to replace approved but unbuilt development from 2009 planning consent) including: New Spa and Leisure Complex, Banquet Hall, Extensions to Existing Hotel Entrance and Restaurant, New Bedroom Block, Extended Car Park, Amendment of Internal Access Road, Rerouting of Park of Public Right of Way and Enhancement of Existing Section of Right of Way, New Hard and Soft Landscaping and Tree Planting.
- 2.2 The development overall has been designed to replicate consented but unbuilt development at the site. The proposal incorporates a mixture of two storey and single storey development and a design palette of materials ranging from natural stone and slate roof, Grass flat-roof and timber.
- 2.3 A total of 400 parking spaces will be available following development which includes a redesign of existing parking area and new parking areas. The existing car park at the northern end areas includes landscaping around the northern edge of the site. The majority of the new parking provided is to the south of the site. 108 new car parking spaces will be overflow spaces constructed with grasscrete beyond an existing tree and hedged area.
- 2.4 In addition to the new parking the existing access road internal to the site will be rerouted and moved slightly further westwards (this was also approved on the 2009 consent). Moving the access road allows the proposed development to be incorporated without development taking place intensively, in proximity to the main listed building. The public right of way is also proposed to be moved westwards at the same time.
- 2.5 The 2009 approval included some 7,360m² of new footprint at Stanley House. Part of this development which could be completed as part of the extant consent. The proposed development totals 5,588m² (remodelled entrance: 54.5m²; extended restaurant: 81.9m²; new bedroom wing: 1,326.6m²; new banquet hall: 1,223.6m²). 5.21: This reflects a 19.9% increase in the built footprint proposed over and above the extant development that could be delivered at the site.

3. **Relevant Planning History**

3/2002/0492 - Alterations and extensions to existing buildings to form restaurant with function rooms and bedrooms – Approved with conditions.

3/2002/0493 - Alterations and extensions to existing buildings to form restaurant with function rooms and bedrooms (listed building consent). Approved with conditions.

3/2004/0638 - Permanent access road (and junction detail with Further Lane) in connection with approved permissions 3/2002/0492 and 3/2002/0493. Approved with conditions.

3/2008/0547 - Extensions and alterations to create 38 No additional bedrooms, health spa/leisure facilities, new brasserie, revised access/parking areas, ancillary buildings and ancillary landscaping. Approved with conditions.

3/2008/0548 - Extensions and alterations to create 38 No additional bedrooms, health spa/leisure facilities, new brasserie, revised access/parking areas, ancillary buildings and ancillary landscaping. Approved with conditions.

3/2009/0864 - Alterations to proposed extension to Mr Fred's Bar. Revised glazing/roof detail and revised position to external wall (but no revision to maximum wall projection). Materials and general appearance to follow previous scheme principles. Amendment to 3/2008/0548P. Approved with conditions.

3/2009/1025 - Application for a non-material amendment to planning consent 3/2008/0548P, by the addition of a small conservatory (approx. 25 sq.m.) to side elevation of converted former farm buildings which are currently used as a meeting/function space. Approved with conditions.

3/2011/0845 - Material amendment to approved hotel extension project (3/2008/0548P) to form additional kitchen and administrative office accommodation (contained within planned footprint of already approved scheme). Approved with conditions.

3/2011/0843 - Material amendment to approved hotel extension project (3/2008/0548P and 3/2011/0265P) to form additional gymnasium accommodation and extended bar area, (mostly contained within planned footprint of already approved scheme). Approved with conditions.

4. **Relevant Policies**

Ribble Valley Core Strategy (Adopted Version)

Key Statement DS1 – Development Strategy

Key Statement DS2 – Presumption in Favour of Sustainable Development

Key Statement EN2 – Landscape

Key Statement EN3 – Sustainable Development and Climate Change

Key Statement EN5 – Heritage Assets

Key Statement EC1 – Business and Employment Development

Key Statement EC3 – Visitor Economy

Key Statement DMI2 – Transport Considerations

Green Belt

Policy DMG1 – General Considerations

Policy DMG2 – Strategic Considerations

Policy DMG3 – Transport and Mobility

Policy DME2 – Landscape and Townscape Protection

Policy DME3 – Site and Species Protection and Conservation

Policy DME4 – Protecting Heritage Assets

Policy DME5 – Renewable Energy

Policy DMB1 – Supporting Business Growth and the Local Economy

Policy DMB3 – Recreation and Tourism

Historic Environment Planning Practice Guidance (HEPPG)
National Planning Policy Framework
Technical Guidance to National Planning Policy Framework
National Planning Practice Guide

5. **Assessment of Proposed Development**

5.1 Members will be aware that consent has been issued for the redevelopment of this site and work has commenced based on the previous permission.

5.2 Principle:

5.2.1 The principle for a development on this site and a Listed Building Consent has been established with the extant consents so the main considerations relate to whether the changes have a harmful material impact on heritage matters and an assessment of public benefits.

5.3 Heritage/Cultural:

5.3.1 A comprehensive Heritage statement has been submitted with the application and although the Council's advisor has concerns over the development Historic England are supportive of the scheme. It is recognised that the proposal does result in an increased footprint of the built form, as well as a noticeable increase in the extent of the site which would be developed. However, one of the benefits of the revised layout is that it would also result in the proposed new built form being less intensive in nature, and being located in less sensitive areas of the site such as the immediate area around Stanley House itself. In particular the revised proposals would not physically adjoin the listed building. This would create a greater sense of separation between Stanley House and other built form on the site.

5.3.2 It is considered that whereas the proposed development would therefore have a greater impact on the wider environment in which the listed building is experienced, it would allow for a reduced and a better impact on its immediate setting, and on the building itself. It is important to note that the significance of the listed building is considered to derive primarily from its physical fabric and the ability to appreciate its exceptional architectural interest from shorter views within the site so the movement of built form away from the listed building is considered to have a strong positive impact.

5.3.3 The setting of the Listed Building is important but, the wider setting of the listed building is identified to make a low contribution to its significance. The previous consent with the new built element has already been fundamentally altered by the existing and additional permitted built form on the site which has impacted on the setting. This is recognised but it is opined that the built form across the site has a minor negative impact, as it will cumulatively add to the existing separation of the hall from its historic wider setting, and add to the dominant nature of the new built form in approaches to the hall. The proposal would help to break up the mass of hard landscaping with various soft landscaping and alternative surface finishes, in

order create a softer visual appearance. Significant landscaped area are proposed to soften both the periphery of the site and the built form within the main site.

- 5.3.4 It is concluded that although the new build element has an impact on the setting of the Listed Building that this is not harmful to warrant a refusal when balanced with not only the benefit of reducing the immediate impact on the Listed building itself but the public benefits that may result from the scheme which has been highlighted by LEP and supporting documents with this application.
- 5.3.5 The proposed development retains the key elements of the original proposals, but the positioning and scale of the buildings has changed which takes away some massing of the new buildings from Stanley House and would help improve its setting. The new spa facilities are retained as originally proposed to the north but with a different design and form of the architecture. Car parking has been relocated and extended to provide dedicated parking for the new spa facilities to the north and extended parking areas to the south.
- 5.3.6 In having regard to the changes in layout and architectural style and creation of additional formal and informal open spaces throughout the site it is considered to have an acceptable visual impact. The proposed materials include stone, timber, grass roofs and slate roofs which are considered to be a suitable and diverse palette of materials that would compliment the existing built environment.

5.4 Economic benefits:

- 5.4.1 In support of the proposal an Economic Benefit study has been submitted as a supporting statement. It is important to note however that the proposals will generate other social and cultural benefits beyond its economic footprint; that is the direct impact based on employment at the site.
- 5.4.2 The quantifiable benefits that will arise are classified as:
- Construction – the value of the construction project and related jobs;
 - Employment – the number of net additional jobs arising and the GVA (gross value added) associated with permanent jobs created by the use and operation of the enhanced hotel and associated infrastructure;
 - Expenditure – the benefits accruing from monies spent by the hotel and guests in the local economy.
- 5.4.3 The creation of a significant construction project in the Ribble Valley represents a major opportunity to support local businesses, attract new entrants to the sector and develop skills and training.
- 5.4.4 The capital project is valued at £17.78 million including contingency. This budget is allocated across early and enabling works, the re-routing of the access drive, development of the spa, banqueting suite and bedroom block, creation of the new car parking and associated landscaping works.
- 5.4.5 The overall net construction GVA benefits arising from the project at 2020 prices is c. £14.9 million in Lancashire with a further £8 million across the north west region. 3.47: The overall net employment related GVA benefits arising from the project at 2020 prices is c. £11.5 million. The overall net expenditure benefit to the

local economy arising from the project at 2019 prices is c. £6.5 million. The total net additional GVA benefit arising from the project in the Lancashire LEP area during the 25-year appraisal period is therefore in the region of £32.9 million. The project will help to create a net additional 30 FTE jobs related to the household and expenditure arising from and associated with it. The renovation, extension and associated new development project will create the equivalent of 223 years of net additional construction employment within Lancashire and an additional 121 years across the north west region.

5.4.6 Operational Impacts: The construction impacts from project will be a 'one off'; once complete they will not be repeated. The operational impacts will continue in perpetuity, or at least for as long as the use continues. The operational benefits will arise primarily in the form of employment and the (indirect and induced) benefits arising from the employment as people spend money earned in the local economy. There will also be benefits arising from annual expenditure on goods and services with local suppliers and providers. Expenditure in the local economy from the increased number of staying visitors will add to operational benefits arising.

5.4.7 In addition to the employment benefits, the expenditure undertaken by the hotel and spa operation and its various departments with local suppliers and businesses will generate further benefits. The Economic benefit report considers that the increased annual value of expenditure with local suppliers and service providers as being in the region of £300,000 at 2020 prices. The aggregate value of this expenditure over 23 years is £4.4m.

5.4.8 Although it is difficult to fully assess economic benefits it is evident that a scheme of this nature would offer significant employment benefits both during construction and operational levels as well as bring a significant amount of expenditure to the immediate local economy as well as the wider area. This is a considerable benefit and would justify any perceived harm.

6 Other issues:

In giving considerable importance and weight to the duties at section 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and in consideration to NPPF and of the Ribble Valley Core Strategy it is recommended that planning permission be granted as any harm to the listed building and its setting is outweighed by other public benefits.

RECOMMENDED: That Listed Building Consent be granted subject to the following conditions:

Time Scale for Implementation of Consent

1. The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.
REASON: Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Approved Plans and Documents

2. The development hereby permitted shall not be carried out otherwise than in conformity with the following submitted plans and details and recommendations therein received by the Local Planning Authority:

Site Plans

- 20.105.001B – SITE- existing site plan
- 20.105.002C – SITE- proposed site plan & areas
- 20.105.003E – SITE- proposed site plan received on 19/07/21
- 20.105.004A – SITE- new development comparison
- 20.105.005A – SITE- OS plan received on 5/07/21

Spa

- 20.105.01.007C – SPA- proposed elevations 1 of 4
- 20.105.01.008C – SPA- proposed elevations 2 of 4
- 20.105.01.009C – SPA- proposed elevations 3 of 4
- 20.105.01.010B – SPA- proposed elevations 1 of 4
- 20.105.01.011B – SPA- proposed ground floor plan
- 20.105.01.012B – SPA- proposed first floor plan
- 20.105.01.013A – SPA- roof plan
- 20.105.01.014A – SPA- perspectives

Bedroom Wing

- 20.105.02.001A – BEDROOMS - proposed lower ground floor and ground floor plans
- 20.105.02.002A – BEDROOMS -proposed first floor plan
- 20.105.02.003B – BEDROOMS -proposed elevations 1 of 2
- 20.105.02.004B – BEDROOMS -proposed elevations 2 of 2
- 20.105.02.005A – BEDROOMS -existing floor plans
- 20.105.02.006A – BEDROOMS -existing elevations 1 of 2
- 20.105.02.007A – BEDROOMS -existing elevations 2 of 2
- 20.105.02.008A – BEDROOMS - roof plan
- 20.105.02.009A – BEDROOMS - perspectives

Barn

- 20.105.03.001A – BARN- existing plans
- 20.105.03.002A – BARN- existing elevations
- 20.105.03.003A – BARN- proposed ground floor plan
- 20.105.03.004A – BARN- proposed first floor plan
- 20.105.03.005B – BARN- proposed elevations
- 20.105.03.006A – BARN– roof plan
- 20.105.03.007A – BARN– perspectives

Landscape

Landscape Softworks Plan Rev B – DEP

Landscape Masterplan Rev C – DEP

- Arboricultural Report – DEP
- Biodiversity Enhancements Appraisal – Rural Solutions
- Design and Access Statement – Campbell Driver Partnership
- Heritage Statement – Hinchliffe Heritage
- Landscape Visual Statement – DEP
- Landscape Strategy – DEP
- Preliminary Ecology Appraisal - Rural Solutions
- Planning Statement – Rural Solutions
- Transport Assessment – Dynamic Transport Planning
- Travel Plan – Dynamic Transport Planning

Materials

3. Prior to their use in the development details of the following shall be submitted to and agreed in writing by the Local Planning Authority:

- Samples of all external walling materials
- Samples of all external roofing materials
- Car parking materials
- Details of all window and door frame materials and finishes
- Rainwater goods

Thereafter the development shall be carried out in accordance with the approved details.

REASON: To ensure a satisfactory standard of development and finish for the extension of this the host Grade II* heritage asset.

BACKGROUND PAPERS

https://www.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2020%2F1059