

Item No 09

16/05366/FUL

**Resource Centre
The Old Prison
Fosse Way
Northleach
Gloucestershire
GL54 3JH**

Item No 09

Provision of a shipping container for storage purposes ("New Details" received 02/06/2017) at Resource Centre The Old Prison Fosse Way Northleach Gloucestershire GL54 3JH

Full Application : 16/05366/FUL	
Applicant:	Corinium Museum
Agent:	
Case Officer:	Joanne Reeves
Ward Member(s):	Councillor Chris Hancock
Committee Date:	12th July 2017
RECOMMENDATION:	PERMIT

Main Issues:

- (a) Setting of Grade II* Listed Building
- (b) Cotswold AONB

Reasons for Referral:

The Resource Centre is owned by Cotswold District Council, therefore in accordance with the Council's adopted scheme of delegation, the planning application must be referred to the Planning and Licensing Committee for a decision.

1. Site Description:

The application site comprises the Resource Centre, The Old Prison, Northleach. The Grade II* Listed Old Prison (formerly Northleach House of Correction) was constructed in 1792 to the designs of William Blackburn (1750-1790), a leading prison architect responsible for nearby Gloucester Prison, and is a rare surviving example of his work. It was altered and extended in the 19th century, but fell out of use by the 1930s, when some blocks were demolished. Notwithstanding this, the site retains a legible layout with its rear exercise ground. The buildings have been used as a museum and offices in the later 20th century, but still retain a strong sense of their isolated valley-bottom location chosen for its suitability for a house of correction.

The Resource Centre is located to the north-east of the prison building and dates from the 1980s. It resembles an agricultural building in appearance, and is used for the storage of objects from the Council's Museum collection.

The site is also within the Cotswolds Area of Outstanding Natural Beauty (AONB).

2. Relevant Planning History:

CD.2472/D Erection of a museum store and workshop size 60 metres x 14m x 6.2 metres to ridge, provision of a picnic area and 20 car parking spaces. Permitted 07/12/1983.

3. Planning Policies:

LPR42 Cotswold Design Code
NPPF National Planning Policy Framework

4. Observations of Consultees:

Historic England:

Whilst Historic England expressed concerns in respect of the proposal as originally submitted, and in particular the rationale behind this form of container and its (then) intended location, they have raised "no objection" to the "New Details" submitted on 02/06/2017 -

"These amendments (proposed option C) see the location of the container modified to sit to the east of the existing Resource Centre, pushing it away from the immediate foreground of this structure, and deeper into the established boundary tree-line. We consider this to limit the impact on the principal heritage asset, but urge that the container is pushed as far into the perimeter as possible. Positioning it 'end-on' further reduces any impact from the grounds of the Old Prison, which is welcomed. We accept the rationale that the container affords a high level of security over a self-build unit, and fully endorse the recommendation that an appropriate colour is selected in which to soften visibility further."

Conservation Officer:

The Conservation Officer also considers the amended proposed location for the shipping container to be an improvement on the previously suggested location. His comments are incorporated into the Officer Assessment below.

5. View of Town/Parish Council:

Northleach Town Council commented on the proposal as originally submitted as follows:

"Councillors have differing views on this application. Some councillors have no objection to it. However, some concerns have been raised and they are listed below:

Although it is behind a bank, the bank is only around 4ft high and the container is 8.5 feet. It will be visible from the Prison car park and the old A40 road/path when you go up the hill a little as well as being visible from the Fosse Way. More than one councillor considers this type of container to be an eyesore. There is a concern that shipping containers do not fit in with the Cotswold landscape. It was questioned whether this location is actually more than 50 metres distance from the Listed Old Prison. It must be very close. Also raised, was whether a more suitable location could be found for storage or the possibility that it could be placed further out of sight."

At the time of writing this report, no further representations have been received from the Town Council in respect of the "New Details" submitted on 2nd June 2017.

6. Other Representations:

The Cotswolds Conservation Board commented on the proposal as originally submitted as follows:

"The application proposes to site a metal shipping container in close proximity to The Old Prison, a Grade II* Listed Building within the Cotswolds AONB.

The Board believes that the introduction of the container would form an incongruous feature which requires careful siting and screening. The current proposed location to the east of the site does not offer adequate screening, particularly from the south on old A40 (from Northleach to Garniche at the Pusedown). In addition views are also possible from the public footpath which runs alongside the old A40 and The Cotswold Discovery Centre.

Should the Council be minded to permit, the Board strongly recommends that the container be relocated to the south western portion of the site where existing trees/hedgerow provide much

improved screening from the locations mentioned above. In doing this impact on the Listed Building and the wider landscape will be minimised."

As above, at the time of writing this report, no further comments have been received from the Cotswolds Conservation Board in respect of the "New Details" submitted on 2nd June 2017.

A local resident also objected to the proposal as originally submitted on the grounds of:

- * Lack of screening
- * Visual impact on the Cotswold AONB
- * Impact on the setting of the Listed Building
- * Inappropriate design, in particular the use of a shipping container would be out of character with the area and its setting

At the time of writing this report, no further representations have been received from this gentleman in respect of the "New Details" submitted on 2nd June 2017.

7. Applicant's Supporting Information:

The following "New Details" were submitted on 2nd June 2017:

Proposed Location of Container - Location Plan C
Options Appraisal

8. Officer Assessment:

(a) Setting of Grade II* Listed Building

The application site is within the setting of the Grade II* Listed Old Prison. The Local Planning Authority is therefore statutorily required to have special regard to the desirability of preserving the setting of the Listed Building in accordance with Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990.

Section 12 of the National Planning Policy Framework (NPPF) asks that local planning authorities take account of the desirability of sustaining or enhancing the significance of heritage assets. In particular, paragraph 132 states that when considering the impact of a proposal on the significance of a designated heritage asset, such as a Listed Building, great weight should be given to the asset's conservation. It also states that significance can be harmed through alteration or development within its setting. Paragraph 134 states that where proposals will cause harm to the significance of a designated heritage asset that is less than substantial harm, that harm should be weighed against the public benefits of those works.

Section 7 of the NPPF requires good design. Similarly, Local Plan Policy 42 requires development to be sustainable and designed in a manner that respects the character, appearance and local distinctiveness of Cotswold District with regard to style, setting, harmony, street scene, proportion, simplicity, materials and craftsmanship.

The application seeks planning permission for the provision of a shipping container for storage purposes to be located in the vicinity of the Resource Centre to the north-east of the prison building. The building has a low profile and shallow pitched roof and resembles an agricultural building in appearance. It is finished in a dark green paint colour, albeit with red and yellow detailing, and sits comfortably against a wooded backdrop. The proposed shipping container is required for the secure storage of agricultural equipment owned by the museum, which is currently taking up space in the Resource Centre, but not subject to the same environmental controls as archaeological deposits.

In response to initial concerns raised by Historic England, the Town Council and the Cotswolds Conservation Board, together with an objection from a member of the public, and a subsequent

Officer recommendation for refusal, the location of the proposed shipping container has been revised, moving it away from the immediate foreground of the Resource Centre, and in line with of the gable end of the existing building.

As a result of its new location, both Historic England and Officers are satisfied that the proposed shipping container would be less visible within wider views of the prison complex and, as such, would not represent an incongruous feature within its setting. Its new location would continue the linear form of the Resource Centre and occupy a position between the south-east facing gable end of the building and the A429, in an area which already benefits from a high degree of screening as a result of the topography and existing vegetation. Whilst the shipping container would be visible from the prison car park, and glimpsed from the A429, it would be seen in relation to the existing built-form and against the wooded backdrop to the north. As such, it would not impact visually on the setting of the Old Prison and surrounding area.

A condition is recommended to secure a dark green paint finish (or similar recessive paint colour), so that the exterior of the container would in keeping with the exterior of the Resource Centre.

In view of the above, the proposal is now considered to be acceptable in historic environment and design terms and, as such, in accordance with Section 66(1) of the Planning (Listed Buildings and Conservation areas) Act 1990, Sections 7 and 12 of the NPPF and Local Plan Policy 42.

(b) Cotswold AONB

Section 11 of the NPPF seeks to conserve and enhance the natural environment. In particular, paragraph 109 states that the planning system should contribute to and enhance the natural and local environment by protecting valued landscapes. Paragraph 115 states that great weight should be given to conserving landscape and scenic beauty in Areas of Outstanding Natural Beauty, which, along with National Parks and Broads, have the highest status of protection in relation to landscape and scenic beauty.

As a result of its new location, the proposed shipping container would no longer represent an encroachment of the built-form into the open countryside. In particular, the proposed container would no longer be apparent from the old A40 to the south, being hidden from view by the existing built-form (i.e. the Old Prison and the Resource Centre). Views from the public footpaths, which follow the River Leach, would be also be obscured by the Resource Centre building. As noted above, views of the container from the prison car park and A429 would be seen in relation to the existing built-form and against the wooded backdrop, further minimising any impact.

In view of the above, the proposal is not considered to detract from, or harm the character or setting of this part of the Cotswold AONB, thereby complying with the requirements of Section 11 of the NPPF.

9. Conclusion:

For the reasons outlined above, the proposed shipping container is considered to accord with Section 66(1) of the Planning (Listed Buildings and Conservation areas) Act 1990, the objectives of Local Plan Policy 42, and the design, landscape and historic environment considerations set out within Sections 7, 11 and 12 of the National Planning Policy Framework. Accordingly, the application is hereby recommended for permission.

10. Proposed conditions:

The development shall be started by 3 years from the date of this decision notice.

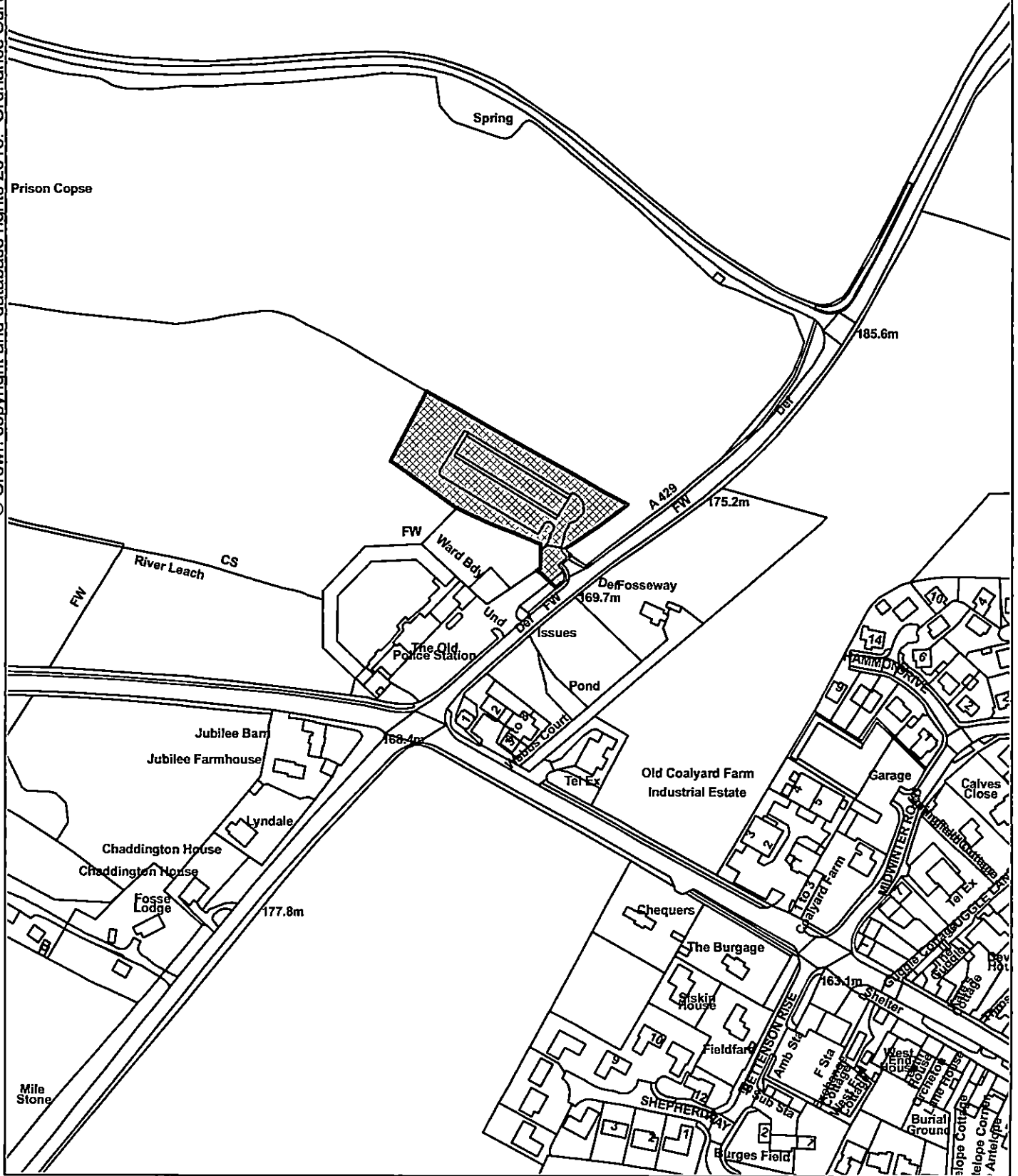
Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

The development hereby permitted shall be carried out in accordance with the following approved plans: Site Location Plan received by the Local Planning Authority on 23/12/2016, Proposed Location of Container Plan (Location Plan C) received by the Local Planning Authority on 02/06/2017, and Specification Sheet received by the Local Planning Authority on 23/12/2016.

Reason: For purposes of clarity and for the avoidance of doubt, in accordance with paragraphs 203 and 206 of the National Planning Policy Framework.

Within one month of its installation, the shipping container hereby permitted shall be painted a dark green paint colour to match the exterior of the existing Resource Centre, or an alternative paint colour to be first submitted to and approved in writing by the Local Planning Authority. The exterior of the shipping container shall thereafter be maintained in the approved paint colour, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the development is completed in a manner sympathetic to the site and its surroundings in accordance with Cotswold District Local Plan Policy 42 and Sections 7 and 12 of the National Planning Policy Framework.



COTSWOLD
DISTRICT COUNCIL

Resource Centre The Old Prison Fosse Way Northleach

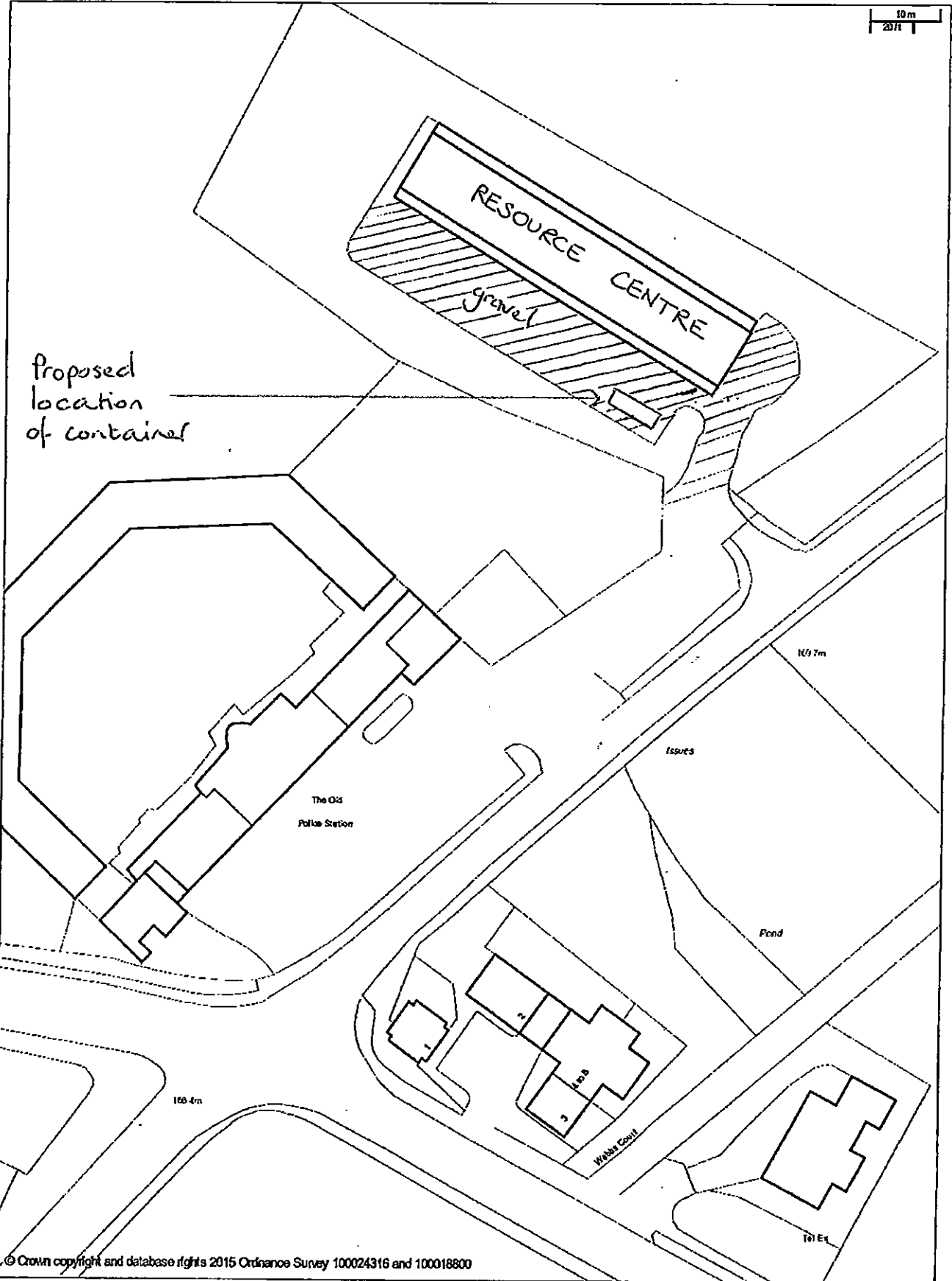
Organisation: Cotswold District Council
Department:

Date: 29/06/2017

Scale: 1:2500



SUPERSEDED: PROPOSED LOCATION OF CONTAINER



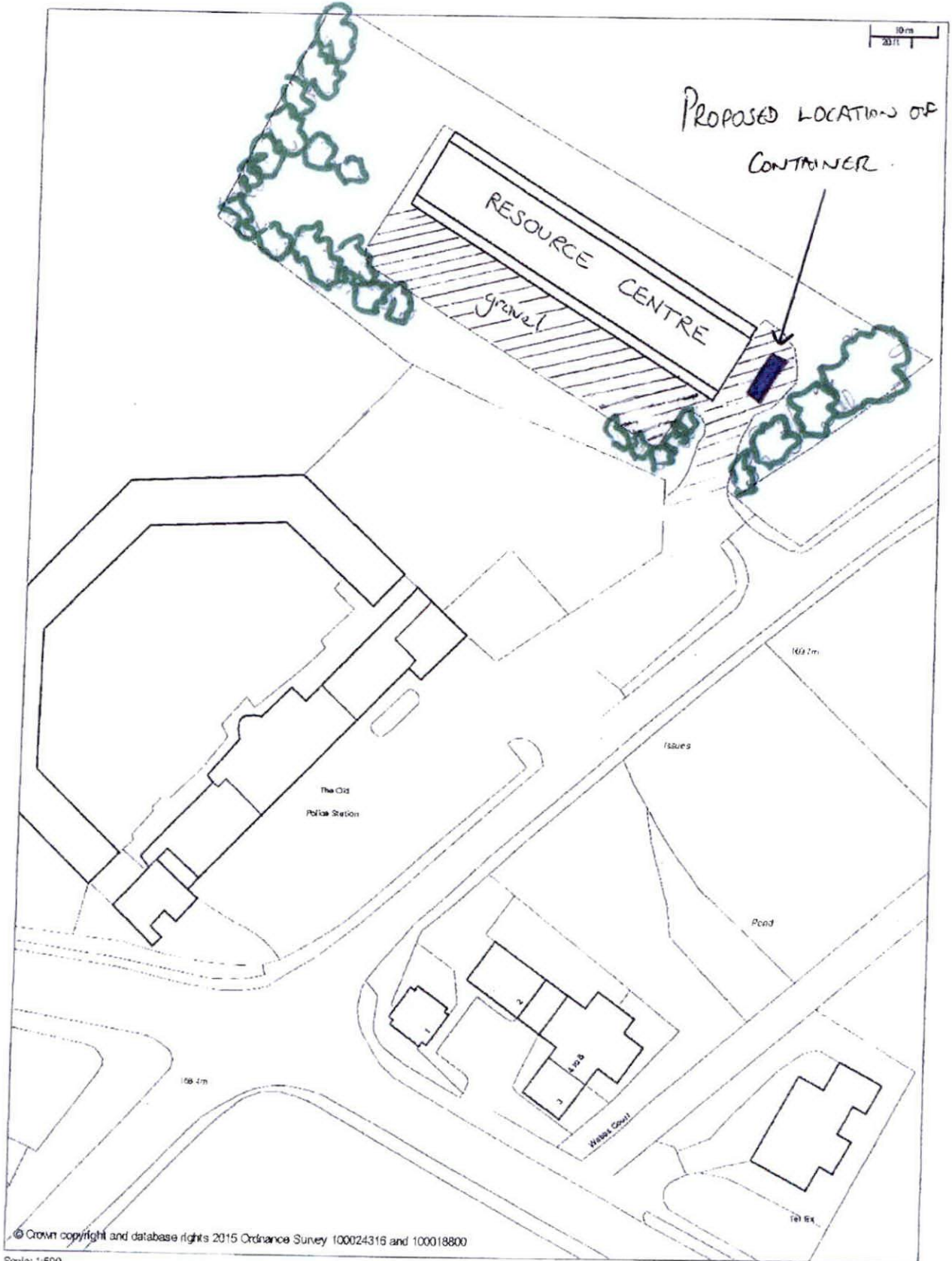
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NEW DETAILS: PROPOSED LOCATION OF CONTAINER (LOCATION PLAN C)



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Printed on: 19/12/2016 at 9:31 AM



AMENDED



SOUTH WEST OFFICE

Ms Joanne Reeves
Cotswold District Council
Trinity Road
Cirencester
Gloucestershire
GL7 1PX

Direct Dial: [REDACTED]

Our ref: P00557784

15 June 2017

Dear Ms Reeves

**T&CP (Development Management Procedure) (England) Order 2015
& Planning (Listed Buildings & Conservation Areas) Regulations 1990**

**RESOURCE CENTRE, THE OLD PRISON, FOSSEWAY, NORTHLEACH,
GLOUCESTERSHIRE
Application No. 16/05366/FUL**

Thank you for your letter of 2 June 2017 regarding further information on the above application for planning permission. On the basis of this information, we offer the following advice to assist your authority in determining the application.

Historic England Advice

These amendments (proposed option C) see the location of the container modified to sit to the east of the existing Resource Centre, pushing it away from the immediate foreground of this structure, and deeper into the established boundary tree-line. We consider this to limit the impact on the principal heritage asset, but urge that the container is pushed as far into the perimeter as possible. Positioning it 'end-on' further reduces any impact from the grounds of the Old Prison, which is welcomed.

We accept the rationale that the container affords a high level of security over a self-build unit, and fully endorse the recommendation that an appropriate colour is selected in which to soften visibility further.

Recommendation

Historic England has no objection to the application on heritage grounds. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

Yours sincerely



29 QUEEN SQUARE BRISTOL BS1 4ND





Historic England

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SOUTH WEST OFFICE



Samuel Souter

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Historic England is subject to the Freedom of Information Act, 2000 (FOIA) and Environmental Information Regulations 2004 (EIR). All information held by the organisation will be accessible in response to an information request, unless one of the exemptions in the FOIA or EIR applies.