

Report to	Planning Committee
Date	9 March 2017
By	Director of Planning
Local Authority	Brighton and Hove City Council
Application Numbers	SDNP/16/05602/FUL & SDNP/16/05603/LIS
Applicant	Mr and Mrs Proud
Applications	SDNP/16/05602/FUL & SDNP/16/05603/LIS Proposed internal alterations and refurbishment to implement an additional new use class C1 (hotels) to an existing mixed use building incorporating use classes D2 (assembly and leisure), A3 (restaurants and cafes), A4 (drinking establishment) and ancillary use.
Address	Stanmer House, Stanmer Village, Stanmer Park, Brighton, BN1 9QA

Recommendation:

- 1. That planning permission be granted subject to the conditions, set out in Paragraph 10.1 of this report.**
 - 2. That Listed Building Consent be granted subject to the conditions, set out in Paragraph 10.2 of this report.**
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Executive Summary

Two applications are considered in this report. A planning application (SDNP/16/05602/FUL) and an application for listed building consent (SDNP/16/05603/LIS). These applications should also be considered in the context of application SDNP/16/05558/FUL which is being considered by this Committee under agenda item 11.

Stanmer House is Grade I listed building located in a Registered Park and Garden and Conservation Area. The building currently has a mixed use with restaurant, café and bar uses on the ground floor, and use of the first floor for weddings and other private functions (D2 use). The basement and second floors are currently used as ancillary space for the business.

The planning application proposes the change of use of parts of Stanmer House to introduce additional uses to the building. In particular, the development proposes the change of use of much of the first and second floors to provide 22 hotel bedrooms. The proposal also seeks to change the use of the basement area to provide a dance floor and bar area.

The listed building consent seeks permission for works to the listed building to facilitate the above changes of use. These are largely internal works, and most notably involve the subdivision of existing rooms on the first and second floors to create ensuite bathrooms.

The applications are considered to be sensitive to the setting and fabric of the listed building, providing additional sources of income to allow the ongoing upkeep of this important heritage asset and would complement existing uses. Planning permission and listed building consent are recommended for approval subject to conditions to ensure noise and traffic movements are suitably managed to protect neighbour amenities.

The applications are placed before Committee given earlier recent Committee involvement in applications at Stanmer Park.

I. Site Description

- I.1 Stanmer House is located within Stanmer Park on the north-east fringe of Brighton City, approximately 5km from the City Centre. It lies within a dry chalk valley on the dip slope of the South Downs, approximately 3.5km to the south of Ditchling Beacon and the South Downs Way.
- I.2 Stanmer Park is designated as a Grade II Registered Park and Garden. The park comprises a mixture of buildings, farmland, woodland and amenity grassland. Stanmer village is located in the northern portion of the park comprising around 20 dwellings, village café, Home Farm complex, church and pond. To the southwest of Stanmer village are various business uses including Stanmer Rural Museum, Plumpton College horticultural facilities, Brighton and Hove City Council (BHCC) nursery and the South Downs National Park Authority (SDNPA) offices. Much of Stanmer Park, including the application site, is designated as a Conservation Area and is also an Archaeological Notification Area. The Registered Park and Garden and Conservation Area are both on Historic England's 'Heritage at Risk' register.
- I.3 Stanmer Park is owned and managed by Brighton and Hove City Council (BHCC) with extensive public access across the park and various public car parks. Planning permission has recently been sought by BHCC for a major overhaul of the parking facilities and landscaping across Stanmer Park. This proposal has a Committee resolution to approve although a decision has not been issued (Ref: SDNP/16/03927/FUL and SDNP/16/03928/LIS).
- I.4 Stanmer House is located centrally within Stanmer Park and forms a focal point for the historic estate and surrounding parkland. The house is a Grade I listed Palladian style mansion built between 1722 and 1727. The house originally comprised four wings although two of these were deemed beyond economic repair and demolished in 1961. The main remaining elevation of the house faces east with eight bays. The house has three floors and a basement.
- I.5 To the northwest of Stanmer House is the Grade II* listed 18th century stables which once served the main house. Planning permission was granted to convert the stables into residential dwellings in 2012. Members deferred an application for retrospective conversion of the remaining stable in February to allow research into the feasibility of providing an authentic facsimile of the stables
- I.6 Immediately to the south of Stanmer House is the 18th century fountain garden. Today the fountain garden, as well as an area of lawn immediately to the south, are enclosed by estate railing. The area immediately to the south of the fountain garden has consent for use as a temporary car park for the main house, providing 18 parking spaces. This consent expires on 31 August 2019.
- I.7 In January 2015 a certificate of lawful existing development was granted by this Authority for a marquee within the fountain garden. This was located along the eastern edge of the fountain garden and the certificate concluded that the marquee had been in place for a minimum of four years, and most probably since 2007/8. This marquee was recently removed however and retrospective consent is currently being sought for a replacement marquee sited along the southern boundary of the fountain garden (to be considered under Agenda item 11 of this Committee meeting).
- I.8 Stanmer House has long history with many recent years of neglect and decay. In the mid 1960s the house was leased to the University of Sussex but become vacant when the University relocated to its new campus to the east. The house and associated stables remained unoccupied for many years which lead to their significant deterioration. In 1995 the Stanmer House Preservation Trust was founded with the aim to secure the buildings immediate restoration and long term future. In 1999 the current owner, on a long term lease, undertook major renovation works. Planning permission was granted to convert the northwest wing of the house into dwellings. A series of planning consents were granted in 2001 and 2004 for a mixed use of the main house including art gallery and private and public function space.

- 1.9 Today the house has planning consent for use of the ground floor as a restaurant, bar and café (A3/A4 use classes). The first floor has consent for use as D2 function space (currently used for weddings and other private functions) and ancillary office space. The second floor is used as a combination of office space and ancillary staff accommodation and the basement is used as ancillary storage space. Planning permission and listed building consent were granted in 2006 for use of the basement as function space but this was never implemented.

2. Relevant Planning History

- 2.1 Stanmer House and its gardens have a long planning history and those most relevant are listed in paragraphs 2.6-2.18 below.
- 2.2 The current applications should also be considered in the context of the following three applications which are also currently pending decision by this Authority and which are of relevance:
- 2.3 **SDNP/16/05558/FUL**- Removal of an Existing Marquee Structure and its Replacement with a New Marquee Structure in a New Location Alongside Ancillary Landscaping Works. Pending decision. To be considered at this Committee meeting under Agenda item 11
- 2.4 **SDNP/16/03927/FUL & SDNP/16/03928/LIS**- Restoration of the historic Lower Lodges entrance arrangement with gate posts and improved pedestrian access; Internal extension of the Lower Lodges car parks to increase the number of spaces without affecting the historic parkland; Provision of a new kiosk building with toilets, cycle hire and a takeaway café; Recreation of the historic Green Drive to provide a pedestrian and cycle way through the park; Restoration of the Frankland monument (listed); Restoration of the historic tree layout with clumps of trees in the parkland; Improvements to the village pond and local drainage; Works in the Walled Garden to recreate an attractive working garden environment with a cafe, garden centre and education facilities, including works to listed and curtilage listed buildings and walls, as described in detail in the application; Removal of depots from the Patchway to create a car park and meadows, improving the setting of Stanmer Village and Church.

Resolution to approve subject to receipt of further information on the lower lodge car park at the Planning Committee on 8th December 2016.

- 2.5 Pre-application advice was given on the current applications on the 27th October 2016 (Reference: **SDNP/16/03058/PRE**).

Works to Stanmer House

- 2.6 **SDNP/13/00463/FUL**. S73A application for the change use of from a mixed B1 and D2 use to a mixed D2, A3/A4 use and ancillary office use (ground and first floor). Approved. 19/06/2013.
- 2.7 **BH2006/02966**. Proposed alterations to cellar and external alterations to means of escape hatch. Approved. 22/04/2008.
- 2.8 **BH2006/02951**. Proposed alterations to cellars to enable change of use from storage areas to function rooms for use in conjunction with ground floor function rooms. External alterations to means of escape hatch. Approved. 14/03/2008.
- 2.9 **BH2004/03712/FP**. Change the use of ground floor from office use to art gallery, public exhibition, conference and reception rooms for public and private functions with the first and second floor to retain existing office use. Approved 24/01/2007.
- 2.10 **BH2001/01173/FP & BH2001/01174**. Restoration/refurbishment for residential use on upper floors and art gallery open to public at ground floor. Reconstruction of north west wing to provide terraced houses (9 units total). Demolition of existing detached toilet block and erection of new public toilets/changing room facilities in north corner of site. Approved. 26/06/2003.

These applications were subject a S106 legal agreement to secure guaranteed public access to the ground floor rooms of the house.

Works to the fountain garden:

- 2.11 **SDNP/16/03173/FUL**. Temporary change of use of land to car parking including the construction of a honeycomb reinforced grass surface. Approved. 18/08/2016. Temporary consent granted until 31st August 2019.
- 2.12 **SDNP/15/01174/FUL**. Shipping container to be used for storage. Refused. 10/03/2016.
- 2.13 **SDNP/14/05896/LDE**. Permanent siting of a marquee and container used for weddings and corporate functions. Split decision. 20/01/2015. Certificate issued for the marquee but refused for the shipping container.
- 2.14 **SDNP/13/00547/FUL**. S73A application for the change of use of land to a car parking including the construction of a honeycomb reinforced grass surface. Approved at committee. 19/06/2013. Temporary consent granted until 30/06/2016.
- 2.15 **BH2007/01206** - Proposed fencing to the garden area south east of Stanmer House and formation of alternative access route. Approved. 08/03/2011.
- 2.16 **BH2006/00068**. Installation of bollards and timber posts around parking area to front of building (Retrospective). Approved. 12/05/2009.
- 2.17 **BH2006/00063**. Installation of lighting posts and fences to the garden area at the side of the building. Approved. 25/06/2009.

3. Proposal

- 3.1 The applications seek planning permission and listed building consent for a change of use of parts of Stanmer House as well as associated works to the listed building fabric. The main change sought is the introduction of a C1 hotel use to the existing mixed use building, with the provision of 22 hotel bedrooms on the first and second floors. The proposal also involves converting the current basement area into a function area with a bar and dance floor. The ground floor would remain largely as existing with mixed restaurant and bar uses. The building would also incorporate ancillary space to support all these functions. It is understood that the proposed uses would all operate together.

Planning application (SDNP/16/05602/FUL)

- 3.2 The following changes to the use of the building are proposed.

Basement level

- 3.3 The basement level of Stanmer House is currently used as storage space for drinks and electrical and other equipment ancillary to the running of the house. The application seeks the change of use of four of the rooms/chambers within the basement to facilitate a dance floor area and bar. These areas would be used in connection with functions held at the house, as well as the general operation of the hotel. 6 rooms within the basement would be retained for use for equipment, electrics and storage space.
- 3.4 The plans as originally submitted included a smaller dance/bar area utilising only two rooms, and three of the basement rooms were proposed to be used as wet rooms and a treatment room for the hotel. Amended plans have been submitted during the course of the application however to remove the wet room/treatment rooms and expand the proposed dance floor areas.

Ground floor level

- 3.5 The ground floor of the house currently includes a restaurant and café/bars open to the public (A3/A4 use classes). Limited changes are proposed to the use of the ground floor, although the proposals include changing the use of a café area (A3 use class) to the rear of the entrance hall into a bar area (A4 use class). The overall use class of the ground floor area would remain a mixed A3/A4 use although the space would also be more widely used in connection with the proposed C1 hotel use. The applicant has confirmed however that the restaurant and bar areas would continue to serve members of the general public as well as patrons of the hotel.

First floor level and lower first floor

- 3.6 The first floor is currently used as 9 function rooms which are currently used for weddings and other private hire functions (D2 use class). There is also a small amount of office space used by the house staff. The proposal seeks to retain two of the main function rooms but change the use of the rest of the first floor into 6 ensuite hotel bedrooms (CI use class). The applicant indicates that several of these bedrooms would be used as bridal suites. The number of hotel bedrooms on the first floor has been reduced from 7 to 6 during the course of the application in response to concerns from Historic England.

Second floor level and lower second floor

- 3.7 The second floor of the house is currently largely vacant and used as space ancillary to the uses of the first and ground floor. One room is used as office/IT space, and at the time of the Officers site visit, some of the upstairs bedrooms were in use as ancillary staff living accommodation. The application seeks consent to change the use of the second floor space into CI hotel use to provide 16 ensuite bedrooms. The existing ancillary office/IT space would be retained in one room.
- 3.8 The total floor space of Stanmer House would not change as part of these proposals and remains at 2139m², given that the proposed works relate to internal alterations and subdivisions and would create no additional floorspace.

Parking

- 3.9 No additional parking facilities are proposed as part of the development. The applicant has outlined that Stanmer House and the associated marquee use would continue to rely on the 18 parking spaces within the temporary car park up until 2019, the 10 car parking spaces to the front of the house, as well as the nearby public car parks. Following the implementation of the BHCC Stanmer Park masterplan and the loss of these existing parking facilities, the application states that Stanmer House would utilise the parking facilities at the proposed Patchway car park to the north.

Listed Building Consent application (SDNP/16/02218/LIS)

- 3.10 The proposed changes of use outlined above would require physical changes to the internal layout of Stanmer House which is a Grade I listed building. Listed building consent is therefore sought for these changes. These changes are almost entirely internal, with the exception of a few minor external alterations to the roof to accommodate new ventilation slates. These works are described below.

Basement level

- 3.11 The following internal changes are proposed to the basement level:
- Installation of fire doors and fire protected lobby with suspended ceiling;
 - Installation of a raised floor in the proposed dance area. This would consist of a pedestal floor with the original floor retained beneath;
 - Installation of stud wall to the dance area to screen the electrics;
 - Creation of a new wall opening between the proposed dance area and storage area;
 - Installation of Air Handling Unit (AHU) and condenser with associated ductwork.
- 3.12 Amended plans have been submitted during the course of the application to remove the works associated with the originally proposed wet room. This element of the scheme is no longer included.

Ground floor level

- 3.13 Limited physical changes are proposed to the ground floor of Stanmer House with the exception of:
- Installation of low level structures through the existing courtyard openings to provide an outlet for the air handling unit in the basement;
 - Fixing shut of door in restaurant area.

First floor level and lower first floor

- 3.14 The following internal changes are proposed on the first floor:

- Removal of existing partition from the central function room to reinstate a single function room;
 - Installation of new wall partitions and subdivision of existing rooms to create 6 ensuite bedrooms and new bathrooms;
 - Creation of new staircase to link between the lower first floor and the first floor levels. The plans as originally submitted indicated that these works would require the partial removal of a chimney breast. However, following a site visit it has been demonstrated that no chimney breast would be affected by the works, and that stud work would be removed only. The staircase however would require partial removal of an area of joists on the second floor in order to create the necessary head room for staircase users.
- 3.15 The original plans included the insertion of a glazed partition on the landing although this has since been removed from the application.
- Second floor and lower second floor
- 3.16 The following internal changes are proposed:
- Installation of new wall partitions and subdivision of existing rooms to create 17 ensuite bedrooms and new bathrooms.
 - Blocking in door in bedroom B22.
- 3.17 The plans as originally submitted included the creation of a mezzanine level on the lower second floor although this has since been removed. Amended plans have also been submitted to remove two new openings in bedroom B17 and the IT room.
- General works
- 3.18 In addition to the above specific works, the following general works are also proposed to Stanmer House:
- Internal painting of the rooms throughout the house.
 - Installation of floor sound insulation in the first floor and second floor bedrooms. These works would raise the surface of the floor level by approximately 2.5cm.
 - Installation of new drainage and ventilation runs throughout the first and second floors of the building in order to serve the new ensuite bedrooms. In terms of ventilation, most of the proposed ensuites would be internal and therefore require mechanical ventilation. This would be achieved by running vertical ventilation runs through the building with 14 new slate vent tiles proposed on the east and south elevations of the roof slope.
- 4. Consultations (which concern both the full application and listed building application)**
- 4.1 **Brighton and Hove County Council:** No comment received.
- 4.2 **Brighton and Hove Highways Authority:** No objection.
- Whilst it is acknowledged that a large majority of hotel guests may have been travelling to the site already to attend a private function, there will be some people who travel to the site just to stay in the hotel.
 - Therefore the proposal does have the potential to increase trips compared to existing levels. This increase is not considered to have a significant impact however or result in significant levels of overspill parking.
 - A Travel Plan should be secured via condition to promote sustainable forms of travel for staff and residents.
- 4.3 **Brighton and Hove City Parks:** No comments received.
- 4.4 **Brighton and Hove Tourism and Leisure:** No comments received.
- 4.5 **Environmental Health:** Recommend approval subject to conditions.
- It is acknowledged that there are requirements of sound insulation between function areas and hotel room. The hotel rooms on the southern façade of the building would also be impacted by noisy activities in the marquee. These however would only really impact hotel residents, not members of the public.

- The department's principle concern is with protecting residents of the immediate area. There is a need for a bespoke speaker system in the basement function area and additionally a sound limiter to limit break out from the building. These should be secured by condition, as should a noise management plan. A post-construction condition is also recommended to secure further acoustic testing of noise breakout from the building.

4.6 **Historic England:** Comments

- Supportive of the approach proposed for the conversion of parts of the house to a hotel which will complement the existing uses, providing an additional source of income and a more sustainable future for the house.
- There will be some alteration to the plan form of the house. This impact will not be great, particularly to the second floor, although Historic England have identified some areas where we think a less harmful subdivision arrangement of bathrooms could be provided on the first floor.
- Conditions should be sought on precise joinery details for the new staircase and a method statement and schedule of works for the ventilation and drainage strategy.

4.7 **SDNPA Historic Buildings Officer:** Recommend approval.

- The applications in their current form are the result of fairly extensive negotiations both before submission of the application and after it. These discussions have also involved Historic England.
- In general, the use of the building as a hotel is a good, and possibly the best use to ensure that the building is kept in use and in good order. The proposal has evolved during those discussions and for the better.

5. **Representations**

5.1 One letter of support received for application SDNP/16/05603/LIS:

- Would provide better use of all the historic building, more employment as well as a much needed hotel of quality.
- Would provide much enjoyment for residents, visitors and weddings and other parties alike.
- Would represent an improvement to the park and will make it Brighton and Hove's very own country park with a proper country house.
- Significant sound proofing should be provided in the basement dance area for the close by residents.

5.2 **South Downs Society:** No objection in principle.

- Concerns raised over parking provision. Society expressed its general concern over parking in relation to the wider scheme for the regeneration of Stanmer Park (SDNP/16/03927/FUL) which includes a significant overall increase in parking spaces.
- The existing temporary car park expires in 2019. Due to the planned increase in car parking across Stanmer Park the society would expect this temporary consent to fall away once the parking provision for Stanmer Park has been implemented. The land should thereafter be restored to its original historic garden condition.

6. **Planning Policy Context**

6.1 Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The relevant statutory development plan comprises the saved policies of the Brighton and Hove Local Plan 2005. The relevant policies are set out in section 7 below.

National Park Purposes

6.2 The two statutory purposes of the SDNP designation are:

- To conserve and enhance the natural beauty, wildlife and cultural heritage of their areas;
- To promote opportunities for the public understanding and enjoyment of the special

qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social wellbeing of the local community in pursuit of these purposes.

National Planning Policy Framework and Circular 2010

6.3 Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) which was issued and came into effect on 27 March 2012. The Circular and NPPF confirm that National Parks have the highest status of protection and the NPPF states at paragraph 115 that great weight should be given to conserving landscape and scenic beauty in the national parks and that the conservation of wildlife and cultural heritage are important considerations and should also be given great weight in National Parks.

6.4 Paragraph 28 outlines that support should be given to sustainable economic growth in rural areas to create jobs and prosperity.

6.5 Paragraphs 131-134 relate to designated heritage assets and how they should be considered in the planning process.

South Downs National Park Partnership Management Plan

6.6 The South Downs National Park Partnership Management Plan was adopted on 3 December 2013. It outlines a vision and long term outcomes for the National Park, as well as 5 year policies and a continually updated Delivery Framework. It is a material consideration in planning applications and it has some weight pending the adoption of the South Downs National Park Local Plan. The following policies are particularly relevant to these applications:

- Policy 1 aims to conserve and enhance the natural beauty and special qualities of the landscape and its setting, in ways that allow it to continue to evolve and become more resilient to the impacts of climate change and other pressures;
- Policy 3 aims to Protect and enhance tranquillity and dark night skies;
- Policy 9 aims to protect the significance of the historic environment from harm, new discoveries are sought and opportunities to reveal its significance are sought;
- Policy 43 aims to support the development and maintenance of appropriate recreation and tourism facilities, including a mix of quality accommodation which responds to market demands and supports a sustainable visitor economy.

Legislation for Heritage Assets

6.7 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

6.8 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states “In considering whether to grant Listed Building Consent for any works the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

6.9 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states when granting planning permission for development within a Conservation Area “attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

7. Planning Policy

7.1 The following saved policies of the Brighton and Hove Local Plan 2005 are relevant:

- NC6- Development in the countryside/downland
- QD1 - Design - quality of development and design statements
- QD15 – Landscape Design

- QD27- Protection of amenity
- TRI- Development and the demand for travel
- TR2 – Public Transport accessibility and parking
- TR4 – Travel Plans
- TR7- Safe Development
- TR19 - Parking standards
- HE1 -Listed buildings
- HE3- Development affecting the setting of a listed building
- HE6 Development within or affecting the setting of conservation areas
- HE11 Historic parks and gardens
- HE12 Scheduled ancient monuments and other important archaeological sites

7.2 The development plan policies listed have been assessed for their compliance with the NPPF and are considered to be compliant with it.

The South Downs Local Plan: Preferred Options

7.3 The South Downs Local Plan: Preferred Options was approved for consultation by the National Park Authority on 16 July 2015 to go out for public consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The consultation period ran from 2 September to 28 October 2015 and the responses received are being considered by the Authority. The next stage in the plan preparation will be the publication and then submission of the Local Plan for independent examination. Until this time, the preferred Options Local Plan is a material consideration in the assessment of this planning application in accordance with paragraph 216 of the NPPF, which confirms that weight can be given to policies in emerging plans following publication. Based on the early stage of preparation, the policies within the Preferred Options Local Plan are currently afforded limited weight.

7.4 The following policies from the Preferred Options plan are particularly relevant to this application: SD5 (Landscape character), SD6 (Design), SD8 (Relative Tranquillity), SD11 (Historic Environment), SD20 (Sustainable tourism and visitor economy), SD22 (Development Strategy), SD44 (Car and cycle parking provision).

Other Documents and Guidance:

7.5 The following material is also of relevance to this application:

- Stanmer Conservation Area Appraisal (BHCC, 2010)- This was adopted by BHCC in 2010 and is a material planning consideration when assessing development within the Conservation Area.

8. Planning Assessment

Considerations in relation to planning consent application SDNP/16/05602/FUL:

Principle

8.1 Stanmer House is within the designated countryside where policy NC6 of the Brighton and Hove Local Plan 2005 restricts development unless a countryside location can be justified. The policy allows for the change of use of existing buildings provided they are keeping with their surroundings and are of a sound and permanent construction.

8.2 Stanmer House is a Grade I Listed building and represents a significant heritage asset for the National Park. The conservation and enhancement of this heritage asset must therefore be afforded great weight in accordance with the first purpose of the National Park. Paragraph 131 of the NPPF encourages Local Planning Authorities to put heritage assets into viable uses consistent with their conservation and to take account of the contribution heritage assets can make to sustainable communities, including their economic vitality. Paragraph 28 of the NPPF is also of relevance and outlines that sustainable economic growth in rural areas should be supported in order to create jobs and prosperity in our rural areas.

8.3 In this instance, the proposed changes of use of Stanmer House to accommodate a hotel use, as well as additional entertainment space, would support the continued operation of the existing business and would allow it to expand into underutilised parts of the building. In

particular the second floor of the house is currently underutilised and the proposed development would bring this part of the house into an economically viable use. The proposals would also bring the basement into use, whilst also retaining storage space for house.

8.4 The development would provide a total of 22 hotel bedrooms. The applicant anticipates that these would largely cater for guests attending weddings and other private functions on the site, although these rooms would conceivably also cater for tourists to the area more generally. The proposal would therefore support the second purpose of the National Park.

8.5 In summary, the development is considered to be acceptable in principle.

Impact on the character of the local area and heritage assets;

8.6 The impact of the proposed internal and external alterations to the listed building are considered in specific detail below as part of application SDNP/16/05603/LIS.

8.7 In terms of the proposed change of use, Stanmer House is located within a sensitive location within the Grade II listed Registered Park and Garden and also within the Conservation Area. The proposed change of use would be entirely accommodated within the existing building of Stanmer House however, and therefore there would be no direct visual impact on the character of the local area. Indirect impacts from traffic and noise are considered further below.

Traffic and Parking

8.8 Stanmer House currently has the use of 10 car parking spaces at the front of the house and 18 spaces to the south within a temporary car park. There are several public car parks nearby which visitors to the house can use. The applicant has not proposed any additional car parking as part of this application and states instead that the site would continue to rely on the existing parking facilities. The applicant states that once the new parking arrangements for Stanmer Park masterplan have been implemented, the hotel and other uses would rely on the new proposed parking to the north at the Patchway. The applicant states that they believe the change of use to a hotel use is unlikely to result in an increase in traffic movement as they believe those already attending functions at the house will be the majority of the hotel guests.

8.9 The Highways Authority have assessed the application and note that while a large majority of the hotel guests may also be guests attending a private function, there will be some people who travel to the site to just stay in the hotel. Therefore the change of use does have the potential to increase trips to and from the site compared to existing levels. However, the Highways Authority consider the increase is unlikely to have a significant impact on the local area or result in significant levels of overspill parking. They have recommended however that a Travel Plan should be secured by condition in order to encourage guests and staff to travel to the site by means other than private car.

Noise impact and tranquillity

8.10 Stanmer House is located in a rural location where it is important to protect the tranquillity of the area. There are also a number of residential properties in the vicinity of the house which need to be protected from any harmful noise and disturbance in accordance with policy QD27. This includes the Stanmer House Courtyard residences which are located on the northwestern wing of Stanmer House, the Stanmer Stables to the north beyond this, and the residences at Stanmer village and farm.

8.11 It is acknowledged that Stanmer House is already used as a function venue both within the house and within the garden marquee. These activities will therefore already have some impact on the local area. The proposed development would intensify the amount of activity on the site, primarily through the introduction of hotel guest accommodation and also the introduction of the bar and dance area to the basement.

8.12 The applicant has submitted a noise assessment report which has been amended during the course of the application. The report notes that noise from the marquee will impact the southern façade of Stanmer House when the windows are both open and closed. No mitigation has been proposed. Likewise, internally there would be a risk of noise disturbance

to guest rooms from the internal function rooms which again is not proposed to be mitigated, with the exception of floor insulation to the bedrooms. As such, there is potential conflict between the proposed hotel use and other function uses on the site. However, these uses would only affect hotel guests and would be within the control of the applicant. Instead, the main concern from this application is to ensure that the surrounding residential parties and local area are not harmed.

- 8.13 In terms of the impact on the surrounding area, the main impact of the development would be from the function, bar and dance areas rather than the guest bedrooms. The first floor functions rooms are already in existence and therefore the main impact of the current development would be the introduction of a dance area and bar to the basement, and also the change of use of the café area to a bar area on the ground floor. In terms of the basement dance/bar area, this is likely to generate noise from music and, although no specific hours of operation have been provided by the applicant at this stage, are likely to continue into the night. The amended noise assessment report submitted by the applicant makes a number of recommendations to control potential noise disturbance from this area, including fitting a noise limiter and a suspended bespoke speaker system to help reduce noise transmission through the building. The Environmental Health Officer has recommended that these measures should be secured by condition. The Environmental Health Officer has also recommended a condition to secure a noise management plan for the site operation as whole (including hours of use). A condition is also recommended to secure further acoustic testing post construction. It is therefore considered that the proposals would not have an unacceptable impact on the amenity of neighbouring properties in the vicinity subject to appropriate conditions.

Summary

- 8.14 In summary, the proposed changes of use to Stanmer House are considered to be acceptable and would support the viable use of this heritage asset. The general mix of uses proposed for the building are considered to be suitable for the building and location although measures need to be secured via condition to ensure noise and travel movement to and from the site are managed to protect local residents and the surrounding area. It is considered appropriate, should permission be granted, to ensure that the site is not fragmented and should remain as a single planning unit. A condition is recommended to secure this. The use of the building can also be controlled by condition, including clarifying the approved locations, extent and nature of the D2, A3 and A4 uses.

Considerations in relation to Listed Building Consent application SDNP/16/05603/LIS:

Impact on fabric of listed building

- 8.15 The proposed alterations to the building are almost exclusively internal with the exception of the installation of 14 slate ventilation tiles on the roof slope of the house.
- 8.16 The proposal would result in changes to the internal layout of the house most notably on the first and second floor. The insertion of ensuite bathrooms in particular would alter the dimensions and spaces of rooms within the house. On the whole, the insertion of ensuites would not have a significant impact on the special character of the house. The proposal would retain the important principle rooms along the north east elevation of the first floor, and indeed the works would provide an enhancement by removing an existing modern partition in the central function room. This removal would better reveal the historic significance of this room.
- 8.17 The plans as originally proposed involved the subdivision of room B4 on the first floor to create three ensuite bathrooms. Historic England raised concerns about the impact of this on the character of B4 and in response amended plans have been submitted which preserve this room intact.
- 8.18 The proposals would involve some loss of historic fabric to the building including the creation of a new opening in the basement and the trimming of floorboards to accommodate drainage runs. These losses would be minor however and no objection is raised. A condition

is recommended to secure photographic recording of any works which involve opening up of original building fabric.

- 8.19 In summary, the proposed alterations to the listed building are not considered to cause harm to its special character or significance. A number of conditions are recommended including full details of new joinery and a method statement for the installation of drainage and ventilation elements.

9. Conclusion

- 9.1 The proposals are considered to be acceptable and would support the ongoing future maintenance and viability of the heritage asset. Subject to mitigation measures which can be secured by condition, it is considered that the development would not have a harmful impact on highway safety or the amenity of any other neighbouring property or land use. The development is considered to accord with the purpose of the National Park and is recommended for approval. Planning Permission and Listed Building Consent are therefore recommended

10. Reason for Recommendation and Conditions

- 10.1 Planning Application SDNP/16/05602/FUL is recommended for permission subject to the following conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The development hereby permitted shall be carried out in accordance with the plans listed below under the heading "Plans Referred to in Consideration of this Application" (**Appendix 2**)

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

3. The parts of Stanmer House building the subject of the this application shall be maintained and operated as a single planning unit. There shall be no fragmentation of this single planning unit to enable separation of the uses comprised in the permission hereby approved.

Reason: To prevent any part of the site being separated from the hereby approved mix of uses and to safeguard the special character of the listed building and amenity of the neighbouring residents and local area, having regard to policies QD27, HE1, HE3, HE6, HE11, TR1, TR7 and TR19 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012 and the Purposes of the National Park.

4. The uses hereby approved shall only be implemented within the building and floorspace as shown on the approved plans unless otherwise agreed in writing by the Local Planning Authority. For the avoidance of doubt and notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 (as amended), the D2 uses hereby approved shall be limited to the function rooms on the first floor which shall be used for weddings and other private functions only. The A3/A4 uses hereby approved shall be restricted to the basement and ground floor levels of the building. The dance floor area approved in the basement level shall be used only for purposes ancillary to the hotel and private function uses carried out at Stanmer House.

Reason: To accord with the details under which the application has been assessed, and to ensure the mixed use of the building is compatible with the amenities of the surrounding area and heritage asset, having regard to policies QD27, HE1, HE3, HE6, HE11, TR1, TR7 and TR19 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012 and the Purposes of the National Park.

5. No more than 22 hotel bedrooms (as set out on the approved plans) shall be provided as part of the development hereby approved, and these shall be used as short-term guest accommodation only (C1 use class) as part of the hotel enterprise carried out at Stanmer House.

Reason: To control the scale of the development having regard to the amenities of the local area and the amount of additional traffic, in accordance with policies QD27, HE3, HE6, HE11, TR1, TR7 and TR19 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012 and the Purposes of the National Park.

6. Before the development hereby approved is first brought into use, a Travel and Service Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved Plan shall include, but not necessarily limited to the following information:
 - i) Details of the management of staff and visitor vehicular movements and deliveries to and from the site;
 - ii) Hours of deliveries and servicing, including the details and timings of any refuse collections made from the site;
 - iii) Details of incentives and information for encouraging access to the site by modes other than the car;
 - iv) Details of a monitoring and review programme, including the review period of the Plan.

The approved Plan, or any subsequent revision approved in writing by the Local Planning Authority, shall be implemented on the commencement of the development hereby approved, and strictly adhered to throughout the lifetime of the development.

Reason: To ensure the development has an acceptable impact on the amenities of the neighbouring properties and local area, and to ensure the promotion of safe, active and sustainable forms of travel having regard to policies QD27 and TR4 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012 and the Purposes of the National Park.

7. Before the development hereby approved is first brought into use, a Noise Management Plan shall be submitted to, and approved in writing by the Local Planning Authority. It shall contain, but not necessarily limited to, the following information:
 - i) Times of operation for the different building uses – including the use of, and time limits, for amplified music;
 - ii) A monthly/yearly limit on the number of functions per year which continue beyond midnight;
 - iii) Noise limiter details, including how these have been set and arrangements in place to ensure that this may not be bypassed or tampered with. The basement function area and other function areas must utilise a tamper proof, in circuit noise limiter which will manage all live and amplified music played from inside Stanmer House;
 - iv) Details of a suspended distributed speaker system to be installed and operated in the downstairs basement area;
 - v) Details of speakers, including number and alignment, and instructions not to alter speaker alignment and no additional speakers to be used;
 - vi) Instructions to guests when congregating outside during late events;
 - vii) Details of signs to be placed near exits asking guests to leave quickly and quietly;
 - viii) Method by which management plan will be passed on to people holding functions on the site;
 - ix) Commitment to regularly check boundaries to monitor noise levels during late events;

- x) Details of a log book which will record any issues raised either by the operators of Stanmer House/the marquee or by the neighbours. The book should be made accessible to the BHCC noise pollution team and Local Planning Authority;
- xi) Staff procedures for reporting noise issues;
- xii) Details of where and when smokers may congregate; and
- xiii) Details of a period and mechanism for review for the Plan.

The approved Plan, or any subsequent revision approved in writing by the Local Planning Authority, shall be implemented on the commencement of the development hereby approved, and strictly adhered to throughout the lifetime of the development.

Reason: To protect the amenities of neighbouring properties and the surrounding area having regard to policies QD27, HE3, HE6 and HE11 of the Brighton and Hove Local Plan 2005, policy 3 of the South Downs Partnership Management Plan 2014- 2019, the National Planning Policy Framework 2012, and the first Purpose of the National Park.

8. Noise associated with plant and machinery incorporated within the development shall be controlled such that the Rating Level, measured or calculated at 1-metre from the façade of the nearest existing noise sensitive premises, shall not exceed a level 5dB below the existing LA90 background noise level at any time Rating Level and existing background noise levels to be determined as per the guidance provided in BS 4142:2014. In addition, there shall be no significant low frequency tones present.

Reason: To protect the amenities of neighbouring properties and the tranquillity of rural area and setting of Listed Building, having regard to policies QD27, HE3, HE6 and HE11 of the Brighton and Hove Local Plan 2005, policy 3 of the South Downs Partnership Management Plan 2014- 2019, the National Planning Policy Framework 2012, and the first Purpose of the National Park.

9.

- i) Before the development hereby approved is first brought into use, a scheme shall be submitted to the Local Planning Authority for approval in writing, which details a plan of external acoustic testing to be carried out to determine the performance of the building/hotel façade. The approved testing scheme shall thereafter be carried out in accordance with agreed details and timescale.
- ii) Within 2 months of the completion of the schedule of testing agreed in (i), a report shall be submitted to the Local Planning Authority for approval in writing, outlining any additional mitigation measures or improvements to further reduce external noise break out and/or patrons outside of the hotel premises. Any report should include measures to protect local residents as noise sensitive receptors and be planned to include a worst case scenario in terms of late events and hours. Thereafter the approved mitigation measures from the report shall be implemented in full throughout the course of the development, and the Noise Management Plan approved under condition 7 updated accordingly.

Reason: To protect the amenities of neighbouring properties and the tranquillity of rural area and setting of Listed Building, having regard to policies QD27, HE3, HE6 and HE11 of the Brighton and Hove Local Plan 2005, policy 3 of the South Downs Partnership Management Plan 2014- 2019, the National Planning Policy Framework 2012, and the first Purpose of the National Park.

10.2 **SDNP/16/05603/LIS** That listed building consent be granted subject to the following conditions:

- I. The works hereby consented shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with the provision of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

2. The development hereby permitted shall be carried out in accordance with the plans listed below under the heading "Plans Referred to in Consideration of this Application" (**Appendix 2**).

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

3. Prior to the opening up of the new doorway in the basement level, detailed drawings to show the construction of the new opening shall be submitted to and approved in writing by the Local Planning Authority. These details shall include drawings and sections at a scale of 1:1, 1:5, 1:10 and/or 1:20 to clearly show the construction of the new opening as well as material details and surface finish. Once approved, the works shall be carried out in full accordance with the approved details.

Reason: In the absence of this detail from the application, and in order to ensure the works have an acceptable impact on the special historic and architectural interest of the listed building in accordance with policy HE1 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012, and the first Purpose of the National Park.

4. Prior to the commencement of the works hereby approved, full details of all new joinery (including any new doors, fire doors and staircase) to be used shall be submitted to and approved in writing by the Local Planning Authority. These details shall include sections and elevations at a scale of 1:1, 1:5, 1:10 and/or 1:20 as required to clearly show the construction of the joinery and its finished relationship to surrounding features. The submitted drawings shall also include details of the surface finish of the joinery, including colour. Once approved, the works shall be carried out in full accordance with the approved details.

Reason: In the absence of this detail from the application, and in order to ensure the works have an acceptable impact on the special historic and architectural interest of the Listed Building in accordance with policy HE1 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012, and the first Purpose of the National Park.

5. Prior the commencement of the works hereby approved, a detailed method statement for the installation of the new drainage and ventilation details shown on the approved plans, shall be submitted to and approved in writing by the Local Planning Authority. Once approved the works shall be carried out in full accordance with the approved details.

Reason: In the absence of this detail from the application, and in order to ensure the works have an acceptable impact on the special historic and architectural interest of the Listed Building in accordance with policy HE1 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012, and the first Purpose of the National Park.

6. Prior to the commencement of the works hereby approved, a written scheme of investigation for photographic recording of any original building fabric opened up and exposed during the works, shall be submitted to and approved in writing by the Local Planning Authority. The written scheme of investigation shall include provision for the publication of results and archive deposition. Once approved the works shall be carried out in full accordance with the approved written scheme of investigation.

Reason: To safeguard the archaeological and historical interest of the site and mitigate against the loss of historic fabric, in accordance with policy HE1 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012 and the first Purpose of the National Park.

7. Prior to the installation of any suspended distributed speaker system in the basement area, full details of its installation and any methods of fixment, shall be submitted to and approved in writing by the Local Planning Authority. Once approved any such speaker system shall be installed in accordance with the approved details.

Reason: In the absence of this detail from the application, and in order to ensure the works have an acceptable impact on the special historic and architectural interest of the Listed Building in accordance with policy HE1 of the Brighton and Hove Local Plan 2005, the National Planning Policy Framework 2012, and the first Purpose of the National Park.

11. Crime and Disorder Implication

11.1 It is considered that the proposal does not raise any crime and disorder implications.

12. Human Rights Implications

12.1 This planning application has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.

13. Equality Act 2010

13.1 Due regard has been taken of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010.

14. Proactive Working

14.1 In reaching this decision the Local Planning Authority has worked with the applicant in a positive and proactive way, in line with the NPPF. This has included discussions and an opportunity to provide further information.

TIM SLANEY DIRECTOR OF PLANNING South Downs National Park Authority

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Appendices

1. Site Location Map
2. Plans
- 3.

SDNPA Consultees Legal Services, Development Manager.

Background Documents [All planning application and Listed Building Consent plans, supporting documents, consultation and third party responses:](#)

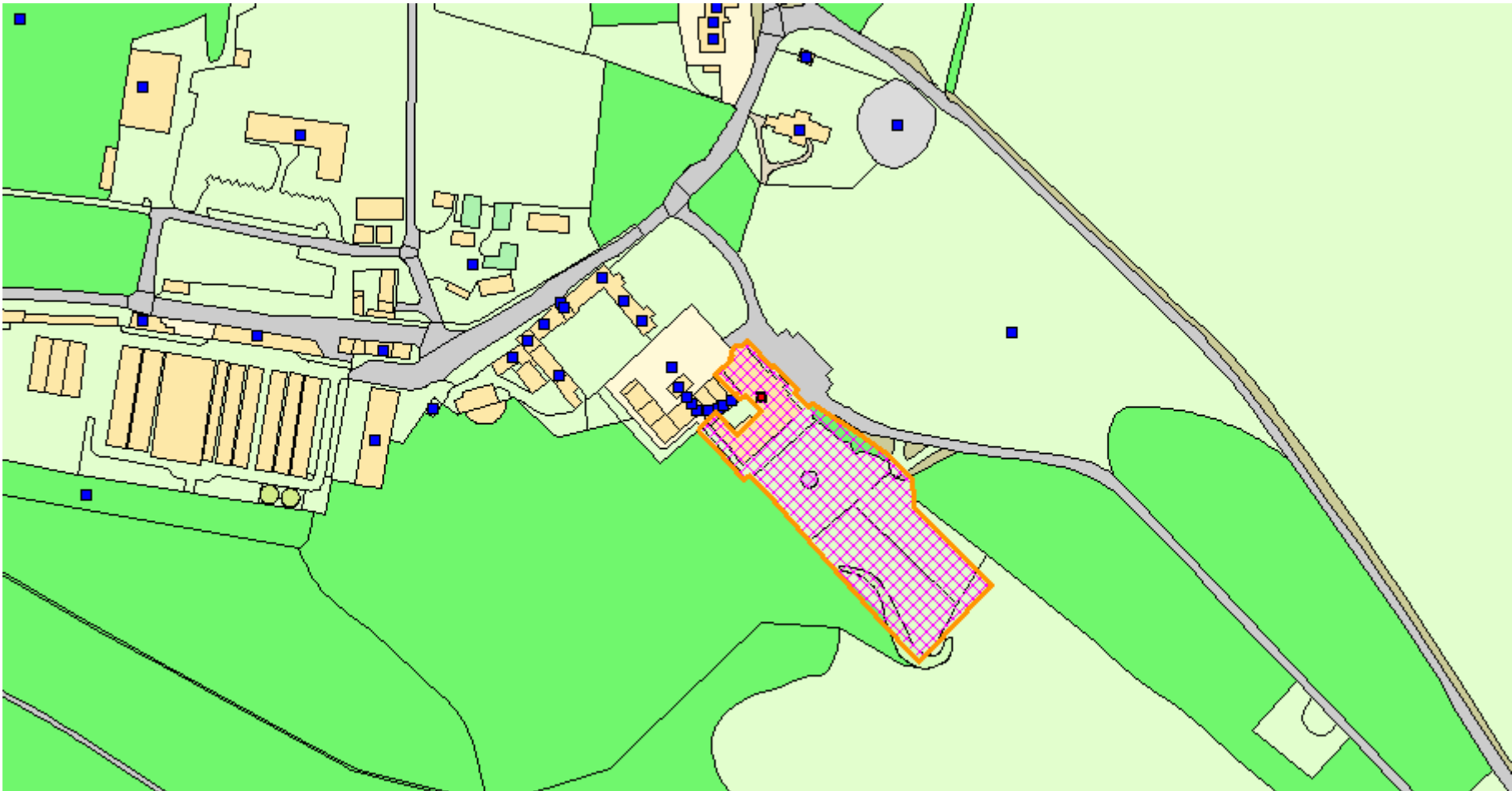
[National Planning Policy Framework \(2012\)](#)

[South Downs National Park Partnership Management Plan 2013](#)

[Brighton and Hove Local Plan 2005:](#)

[Stanmer Park Conservation Area Appraisal:](#)

Agenda Item 12 Report PC20/17 Appendix I Site Location Map



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Agenda Item 12 Report PC20/17 Appendix 2 List of Plans

Recommended list of approved plans for applications **SDNP/16/05602/FUL** and **SDNP/16/05603/LIS**

Plan type	Reference	Version	Date on plan	Recommended Status
Site Location Plan and Block Plan	16197 400	P1	1.11.16	Approve
Basement Plan existing and proposed demolition	16197 401	P1	1.11.16	Approve
Ground floor plan existing and proposed demolition	16197 402	P1	1.11.16	Approve
First floor plan existing and proposed demolition	16197 403	P3	17.2.17	Approve
Second floor plan existing and proposed demolition	16197 404	P2	23.12.16	Approve
Proposed basement floor plan	16197 405	P2	23.12.16	Approve
Proposed ground floor plan	16197 406	P1	1.11.16	Approve
Proposed first floor Plan	16197 407	P4	21.2.17	Approve
Proposed second floor plan	16197 408	P3	17.2.17	Approve
Detailed first floor plan 1	16197 410	P4	21.2.17	Approve
Detailed first floor plan 2	16197 411	P3	17.2.17	Approve
Detailed second floor plan 1	16197 412	P3	17.2.17	Approve
Detailed second floor plan 2	16197 413	P3	17.2.17	Approve
Proposed basement suspended floor and ventilation details	16197 414	P3	21.2.17	Approve
Proposed first floor plan floor insulation	16197 418	P2	17.2.17	Approve
Proposed second floor plan floor insulation	16197 419	P1	13.2.17	Approve
Typical wall fixing detail	16197 420	P2	19.1.17	Approve
Proposed staircase	16197 421	P3	17.2.17	Approve
First floor wall types	16197 422	P2	17.2.17	Approve
Second floor wall types	16197 423	P1	10.1.17	Approve
Wall types	16197 424	P1	10.1.17	Approve
Proposed drainage ground floor plan	16197 425	P1	23.1.17	Approve
Proposed drainage second floor plan	16197 427	P1	23.1.17	Approve
Proposed drainage first floor plan alternate layout	16197 432	P1	13.2.17	Approve
Proposed ventilation first floor plan alternative layout	16197 433	P1	13.2.17	Approve
Proposed ventilation second floor plan alternate layout	16197 434	P2	13.2.17	Approve
Internal paint schedule, January 2017				Approve