

Leicester
City Council

WARDS AFFECTED
West Humberstone
Humberstone

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Cabinet

25th March 2002

The Towers
Site Development Guidance (SDG)

Report of the Director of Environment, Development & Commercial Services

1. Purpose of Report

This report sets out the planning and urban design requirements for the Towers Hospital site on Gypsy Lane, part of Wycombe Road Allotments and Albermarle Hall site on Humberstone Drive. Cabinet is requested to adopt the guidance as supplementary planning guidance (SPG) to the Local Plan.

2. Summary

The majority of the Towers Hospital site has become surplus to health care requirements and is vacant. The Wycombe Road Allotments have long standing vacancy levels and Albermarle Hall is surplus to the council's requirements.

The combined sites occupy approximately 27.5 hectares.

Since 1993 negotiations have taken place on a number of planning applications. This SDG formalises the ideas and guidance given in respect of those applications and approvals.

The SDG deals with the following aspects:

Guiding Principle

The guidance seeks to create a high quality, mixed-use development whilst maintaining the listed Towers Hospital buildings and their setting and ensuring a safe and attractive environment.

Policy Context

The Towers Hospital and the Albermarle Hall sites are currently designated in the Local Plan as a Potential Development Area (PDA). It is proposed in the Replacement Local Plan to redesignate the western part of the site as public open space and the southern part, including the Albermarle Hall site and allotments, as Housing Development Proposals (HDP). The area around the existing hospital buildings will remain a PDA.

Some of the Towers Hospital buildings are listed Grade II and others are buildings of local interest. The site contains many mature trees that are protected by a tree preservation order.

Planning History

Planning permission was granted on the 20th December 1996 for 146 dwellings on the eastern half of the Towers Hospital site with access off Humberstone Drive (application no.19960647).

Outline approval was granted on the 30th November 1998 for residential development and access on the Albermarle Hall site (application no. 19981434).

Outline approval was granted on 16th October 2000 for redevelopment on the Towers Hospital site for: Housing (Class C3); Business (Class B1); Retail (Class A1) and Public Open Space uses (application no: 19931687). A section 299A agreement sets out conditions in respect of open space and access requirements.

Uses

Residential and public open space uses have been established by the above planning permissions and are proposed for the Wycombe Road allotment area. Part of the area designated for residential use adjacent to Arnold Lodge is required for future expansion of this secure unit.

A range of mixed uses in the area of the existing hospital buildings (PDA) is proposed. These are: a local centre, including community facilities; a place of worship and a small shop; business use; and, residential. The NHS is likely to retain some of the existing buildings for office use.

Planning and Design Requirements.

These cover retaining the character of the site, pedestrian and cycle links, 'active' frontages, security, privacy, quality design and materials, open space, protected trees, ecology, play areas, landscaping, density, archaeology, public art, energy efficiency, affordable housing, and access housing.

Additional Development Information.

These cover highway and parking, drainage, services, landfill gas and ownership.

3. Public Consultation

Public consultation on the draft SDG was undertaken from 21st January to 15th February 2002. Details are set out in the 'Supporting Information' document.

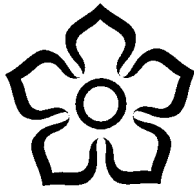
4. Recommendations

Cabinet is recommended to adopt this guidance, subject to the amendments mentioned in the supporting information, as supplementary planning guidance to the Local Plan.

5. Headline Financial and legal Implications

There are no direct financial or legal implications.

6. Report Author/Officer to contact: Catherine Laughton, Ext.7294



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SUPPORTING INFORMATION

1. Report

Public consultation on the draft SDG was undertaken from 21st January to 15th February 2002. Comments were sought from nearby residents, site landowners, adjoining landowners and businesses, ward members, adjoining ward members, SRB6, the Victorian Society, Leicester Civic Society, English Heritage, the Conservation Area Panel (CAP), the police Architectural Liaison Officer, the Fire Authority, development industry representatives and other relevant bodies.

Copies of the guidance were made available in the local libraries, Humberstone Neighbourhood Housing Office, Northfields Employment and Development Initiative (NEDI) Office, Northfields Neighbourhood Centre, West Humberstone Community Education Project Offices and New Walk Customer Service Receptions. It was also the subject of an article in the Leicester Mercury on January 30th.

Some 30 letters from nearby residents and letters from Councillor Platts, the West Humberstone Community Forum, Police Force Architectural Liaison Officer, Fire Authority and English Heritage have been received. A comment sheet that was in the NEDI office has a list of requests from local children. A letter from the planning consultant for Capitec (NHS) and comments from Property Services and the Housing Department, who were consulted prior to public consultation, were also received.

The guidance was presented to CAP on 30th January.

The Strategic Planning & Regeneration Scrutiny Committee considered the draft guidance on 20th February 2002.

A summary of the results from this public consultation with my 'responses' in bold is as follows:

Support

1. Community/Leisure facilities

There are 12 letters supporting community leisure facilities on the site particularly relating to the reuse of the listed building. There is most support for leisure and health care facilities (e.g.doctors' surgery). There is some support for a local centre including a small shop, hotel/restaurant/café, and community/education (e.g.day nurseries) uses. The comment sheet from the NEDI office mentions leisure use.

The guidance allows for these uses.

2. Residential use

There are 6 letters supporting residential use on the site. One letter states '*The idea of what is the present hospital area, becoming a mix of business and residential properties should be adopted in the final plans to prevent the area becoming deserted, and therefore subject to undesirable influences, outside of business hours.*' This same letter also supports sheltered housing on the allotment site. Three of the letters particularly support housing on the Albermarle Hall site for security reasons.

The guidance allows for this use.

3. Protected species

There are 4 letters referring to the site's ecology, 2 of which specifically mention bats on the Albermarle Hall site.

The guidance requires a survey of possible bat roosts before any demolition.

4. Protection of mature trees

There are 4 letters mentioning retaining the trees and woodlands and supporting the requirement for a detailed tree survey.

Many trees on the site are protected by a Tree Preservation Order and a detailed tree survey is requested in the guidance.

5. Public Park

There are 5 letters in support of the public park including one from the West Humberstone Community Forum. A comment from the NEDI office also asks for the park to be built. The Strategic Planning and Regeneration Scrutiny Committee was very supportive of the park.

Outline planning permission no.19931687 and the section 299A agreement secure the public park.

6. Re-use of Listed Buildings.

There are 2 letters supporting the retention of the listed hospital buildings and finding alternative uses for the benefit of the community. One letter asks '*Is the present hospital chapel suitable or large enough to continue in its designed purpose, as a place of worship?*' CAP supported the aim to maintain and enhance the listed buildings.

The guidance requires that a range of mixed uses (including community use and a place of worship) in the area of the existing hospital buildings (PDA) to encourage re-use of the existing buildings.

7. Pedestrian/Cycle Route

There is one letter asking for the Green Ringway to be included on this site and one letter supports the pedestrian/cycle route.

There is a proposed pedestrian and cycle route across the development site and the park between Humberstone Drive and Victoria Road East forms an extension to the Green Ringway

8 Extension to Arnold Lodge

There are 2 letters supporting the extension of the land allocated to Arnold Lodge.

Concerns

1. Size of Arnold Lodge land area.

There are 7 letters objecting to extending the area of land to be allocated to Arnold Lodge for future extension. Councillor Chambers and Ward Councillor Thompson expressed their concern about this at Scrutiny Committee. This is subject of Outline planning application no.20012119 received on 27th December 2001 and is a separate issue.

However the Arnold Lodge boundary is now to be 10m back from the boundary indicated on Plan 2 and Diagram A in the guidance and these will be amended in the adopted SPG. Also the adopted SPG will make it clear that this area of land could alternatively be used for residential development.

2. Pedestrian/Cycle Route connecting Victoria Road East to Herongate Road.

There are 13 letters from residents in the new estate objecting to the pedestrian/cycle route on the grounds that this will 'open up' this new estate onto Victoria Road East and the Northfields Estate. Residents claim they are already experiencing problems with youths riding motorcycles and hanging around the children's play area. One letter supports the pedestrian/cycle route but proposes the cycle route should be installed with CCTV.

The pedestrian/cycle link through the site will provide good connectivity from Humberstone Drive and Victoria Road East as a facility for both pedestrian and cyclists and maximise the use of the existing controlled pedestrian crossing on Victoria Road East.

The proposed pedestrian and cycle route across the park between Herongate Road and Victoria Road East forms a vital extension to the Green Ringway. This is a combined pedestrian and cycle route running round the City of Leicester linking many of the green areas and parks. To date, approximately 50% of the Ringway is in place and this proposed addition through the Towers development site would virtually complete the eastern section, running through Evington Park, Humberstone Park and the Towers. The requirement for this facility is also in accordance with current transport policies in an aim to increase facilities for pedestrians and cyclists and actually encourage cycling and walking as a mode of transport to achieve sustainable development. The proposed indicative layout shown on Diagram A in the guidance will ensure that there is good visual surveillance onto the route for the safety of pedestrians and cyclists. The detailed brief

for the park will include a requirement to deter motorcyclists from entering the park.

3. Herongate Road linking to Gipsy Lane.

There are 10 letters from residents in the new estate objecting to the road connecting Herongate Road to Gipsy Lane. 3 of these letters also object to a bus route on this road. The concern is *'an increase in traffic, including buses, on the new estate which will be a danger to all pedestrians, but mainly children who live on the estate.'* There is one letter requesting speed humps on Herongate Road.

The proposed development exceeds the number of dwellings allowed off one access point. Two points of vehicular access are therefore required from different parts of the highway. One is off Humberstone Drive, the other will be off Gipsy Lane. Two points of vehicular access are required particularly for emergency vehicles to access any property at any time in the event of an emergency should either one of them be blocked or obstructed. The alignment of the through road is such that it will deter through traffic and this will be supplemented by rigorous traffic calming measures, including the introduction of a 20mph zone to improve the safety. The introduction of a 20mph zone, and other traffic calming features, will act to deter through traffic. The road through the site will be designed as a bus route and will provide good access to public transport for all the properties within the development therefore reducing the need for car travel and hence reducing through traffic.

A memo from Property Services asks for reference to be made to the requirement of the 299A Agreement for improvements to the junction of Gipsy Lane with Victoria Road East. Capitec NHS's consultants, also mentioned this issue.

The adopted SPG will include this reference.

4. Place of Worship.

There are 4 letters objecting to the place of worship use because of increased traffic and parking problems. One letter comments *'Is there a need for a place of worship when sites have been earmarked for places of worship at Hamilton?'*

There is already an ecumenical chapel in part of the listed hospital building and a chapel type building in the curtilage of the listed building, which would be suitable for small places of worship.

5. Landfill gas.

There are some concerns from the residents on the new estate regarding the mention of landfill gas in the guidance. Ward Councillor Platts at Scrutiny Committee mentioned this concern.

There is no landfill gas on any of the site. The nearest landfill gas site is on the golf course on the other side of Gipsy Lane. Therefore, only the north part of the site is within 250 metres of this site where a site survey will be required. The adopted SPG will be amended to clarify this and the area affected will be indicated on Plan 2.

6. Construction traffic using Herongate Drive.

There is one letter expressing concern that construction traffic will use Herongate Road and Humberstone Drive.

There will be a condition in any detailed planning approvals for the site regarding construction traffic to minimise disturbance to residents.

7. Public Art.

Ward Councillor Thompson at Scrutiny Committee expressed a concern regarding public art.

The following will be added to the adopted SPG: -

“% for art will be used to utilise the design skills of craftspeople (clay/ceramic/tiling/metalwork) in the detailing of specific elements of defining front spaces to plots such as fencing, signage etc. picking up on the need to take into consideration Victorian “visual clues” within a modern context.”

8. Housing Quality

There are many letters from the residents of the new estate concerning the quality of the proposed housing development and the effect on the value of their properties. Ward Councillor Platts at Scrutiny Committee reiterated this concern.

The guidance seeks to create a high quality development and specifically refers to the use of designs and materials of high quality.

9. Local Centre.

The bulk of the comments from local residents suggest that the centre would be supported, but only for activities that are seen as not causing a nuisance. There is general support for clinics, surgeries, nurseries, sports and leisure facilities.

However shops, pubs, off licenses, ‘take aways’ and Places of Worship are seen either as encouraging anti-social behaviour or unacceptable on traffic grounds.

The guidance should continue to support the concept of a local centre.

While a local centre may result in a mix of more or less welcome facilities (which will vary according to the age and outlook of the nearby population) we should continue to support the provision of such facilities in an accessible centre, where a mix of uses and well designed and well used facilities can help to deter anti-social behaviour .

The guidance states that the retail area will be a maximum of 500sq.m.

Ward Councillor Platts stated at Scrutiny Committee that there were empty shops in the local shopping centres in Humberstone.

At the request of Scrutiny Committee a reference will be made to the RLP policy RO8 ‘Local Shopping Development Outside the Shopping Centres’ in the adopted SPG.

10. Buildings within the curtilage of the Listed Buildings

Following a site visit the English Heritage’s Inspector of Historic Buildings wrote on 13th February stating *‘I can see no justification for failing to identify all the buildings on the site which date before 1st July 1948 as curtilage buildings, and affording them the same status and protection as the buildings identified in the list description....’*

This would be in accordance with PPG 15 ‘Planning and the Historic Environment’ paragraph 3.33.

CAP also supported this statement.

The letters from Capitec NHS’s consultants, dated 20th November and 13th February stated that the building to the west of the main hospital building and its

tower are not of architectural interest. This building is within the curtilage of the listed building and was built before 1st July 1948. A copy of English Heritage's letter has been sent to the consultants.

The text in the adopted SPG, Plan 2 and Diagram A will be amended to accord with English Heritage's comments and PPG 15.

The letter from English Heritage also draws our attention to Historic Buildings and the Health Service HMSO 1995.

The adopted SPG will include a reference to this publication

11 Security and Safety

There are letters from residents of the new estate concerned about the effect the development will have on their safety and security of their properties.

A letter from the Police Force Architectural Liaison Officer supports the requirements in the guidance that are in the interest of security and community safety. At his request the following will be added to the adopted SPG: -

"Cars should not be parked in courts (garaged or open parking) that are contained by rear gardens and which as such are not overlooked by adjacent dwellings."

A letter from the Chief Fire Officer states that they would give advice regarding access for fire appliances and the availability of water supplies for fire fighting.

This will be added to the adopted SPG.

12 Business Use

There are some local concerns regarding business/industrial use on the site as reported at Scrutiny Committee by Ward Councillors Platts and Thompson.

The outline planning approval is for B1 use (offices, research etc. light industry). The NHS intends to retain a majority of the area identified for B1 use for their own offices, as indicated on Plan 2 in the guidance.

Capitec NHS's consultants, in their letters object to the requirement in the guidance for any offices of over 2,500 sq.m. to be subject to the sequential test approach as this was not a condition of the Outline Planning Permission and there is established use rights for offices on part of the site.

The wording in the adopted SPG will be clarified to state that any subsequent planning application for business use will be subject to a sequential test in accordance with adopted Council policy.

13 Play Areas.

A letter from Capitec NHS's consultants, stated that the SPG should omit the reference to the provision of youth and adult play, as this can be accommodated on the park. It also questioned the level of provision for play area in the guidance as not being in accordance with the extant permission/299A Agreement.

The adopted SPG will be amended to clarify that it is only the NPFA standard for equipped play that is required in the development, in addition to the open space on the park, but that the park should allow for children's, youth and adult play. The end result should be a range of play opportunities.

14 Affordable Housing and Access Housing

The letter from Capitec, NHS's consultants states ' *The SDG should indicate that the Council will "seek to negotiate an element of affordable housing based on this target (30%)".*

This form of words would better accord with the requirements of Circular 06/98.

The wording will be changed as requested in the adopted SPG as it is generally consistent with the current policy in the Local Plan and SPG on Affordable Housing. In addition the following sentence from 6.24 of the RLP will be added: -

"Developers will have to demonstrate why they cannot meet this level of provision."

The Housing Department has asked that a reference be made to types, tenures and wheelchair-user homes.

A reference will be included in the adopted SPG to a mix of house types including appropriate provisions to meet the needs of disabled people.

There have been some letters from residents of the new estate regarding affordable housing and the effect on the value of their properties.

The effect on house values is not a material planning consideration and the provision of affordable housing is current Government and Local Plan policy. The existing new estate was granted on appeal and predated Government and local plan policies regarding affordable housing.

15 Albermarle Hall Site.

There have been some letters from residents, and a memo from Property Services, regarding vehicular access to this site.

Vehicular access to only development on the Albermarle Hall site off Humberstone Drive is permitted, subject to the junction being designed to the satisfaction of the Traffic Group and the loss of the trees protected by Tree Preservation Order is avoided. Alternatively this site could be accessed through the proposed adjoining development area on the allotments site. This will be clarified in the adopted SPG.

Property Services are also concerned about the amount of open space indicated in the guidance on the Albermarle Hall site.

The area of amenity open space on this site, together with the allotment site, should be in accordance with RLP policies GE12 and GE13. This amenity open space, as indicated on Diagramme A, is located to maintain the trees protected by Tree Preservation Order.

16 Land Uses in the PDA

The letter from Capitec NHS's consultants, states that by not including residential use as a priority use (within the PDA) the implication is that the Council is seeking to limit this form of development.

Within the PDA, while residential will be an important element, it is not in this case a priority. Within the PDA we are looking for the mix of uses that can help create a more sustainable development.

Strategic Planning & Regeneration Scrutiny Committee.

The Scrutiny Committee was generally in support of the development guidance. Specific concerns are mentioned and addressed in the above paragraphs: -

1. Size of Arnold Lodge land area.
5. Landfill Gas.
7. Public Art.
8. Housing Quality.
9. Local Centre.
12. Business Use.

FINANCIAL, LEGAL AND OTHER IMPLICATIONS

1. Financial Implications

There are no direct financial implications for the Council.

2. Legal Implications

There are no direct legal implications for the Council.

3. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	YES	The guidance includes specific requirements to ensure that new development is accessible to all sections of the community.	
Policy	YES	It is intended that the guidance be adopted as Supplementary Planning Guidance to the City of Leicester Local Plan.	
Sustainable and Environmental	YES	The guidance requests that new buildings must demonstrate good practice in energy efficiency and water conservation. The development should allow pedestrians and cyclists convenient routes. The existing landscape features should be protected and enhanced.	
Crime and Disorder	YES	The guidance includes measures to help engender public safety. The proposed layout of the site will ensure active frontages providing good visual	

		surveillance of the public realm and will ensure that the backs of buildings do not face onto public open space. The rear gardens of Wycombe Road will have rear gardens backing onto them, thereby increasing their security.
Human Rights Act	NO	
Elderly/People on Low Income	YES	The guidance includes provision for affordable housing and accessible housing. An area suitable for sheltered housing has been indicated in the design guidance

4. Background Papers – Local Government Act 1972

Outline planning permission no. 19931687 dated 16.10.00.

Planning permission no. 19960647 dated 20.12.96.

Outline planning permission no. 19981434 dated 30.10.98.

5. Consultations

As well as the public consultation referred to in the body of the report the Arts & Leisure and Housing Departments have also been consulted on the draft SDG.

6. Report Author

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APPENDIX

THE TOWERS SUPPLEMENTARY DESIGN GUIDANCE

Purpose

Site Development Guidance provides direction on the type and form of development that the City Council would expect on particular sites. It is intended that, subject to consultation and member approval, the guidance will be adopted as Supplementary Planning Guidance (SPG) to the City of Leicester Local Plan. SPG may be taken into account as a material consideration in deciding planning applications. Developers should be able to demonstrate how they have responded to the guidance in their own ideas, initially in pre-application discussions with the authority.

This Site Development Guidance concerns a significant potential development site in the West Humberstone area of north-east Leicester (see Plan 1).

Site Location and Character

Plan 2 shows the outline of the site, which is bounded by Victoria Road East and Gypsy Lane in the west and north respectively. The east part of the hospital grounds has already been developed as housing and is accessible from Humberstone Drive, whilst the existing hospital buildings can be reached off Gypsy Lane.

Arnold Lodge, the hospital's secure unit, and The Willows, the hospital's behavioural rehabilitation unit, border the south-west of the site.

The site, which covers 27.5 hectares, comprises of the Towers Hospital buildings (part listed Grade II) and its grounds, the Albermarle Hall site on the east and adjoining allotments on the south to the rear of Wycombe Road.

The site slopes down from north to south. Highly prominent on the hill top are the large Victorian hospital buildings, which overlook the grounds containing many large mature trees, woodland groups and a dense tree belt on the western boundary adjacent to Victoria Road East.

Guiding Principle

This guidance seeks to create a high quality, mixed-use development, while maintaining the listed Towers Hospital buildings and their setting and ensuring a safe and attractive environment. To achieve this aim it is desirable that the whole of the area be developed within a comprehensive framework.

Policy Context

Local Plan

The Towers Hospital and Albermarle Hall sites are currently designated in the City of Leicester Local Plan as a Potential Development Area (PDA). Work is well under way on a Replacement City of Leicester Local Plan in which it is proposed to redesignate the western part of the site as Open Space (the park) and the south part, including the Albermarle Hall site and allotments, as Housing Development Proposal (HDP). The area around the existing hospital buildings will remain as a Potential Development Area (PDA).

It should be noted that the Replacement Local Plan is at draft deposit stage, has been subject to public consultation and adoption is expected by 2003/2004. There may be changes to policies as a result of consultations, including those for this Site Development Guidance. Contact the Development Plans Group for further information.

Buildings

The site includes listed buildings and buildings within their curtilage which are of local interest. These are indicated on Plan 2 and are as follows: -

Listed Buildings – Grade II

Lodge at Towers Hospital West Gate 2.

Towers Hospital, Blocks 29,30,36,39,40 & 41.

Buildings of Local Interest

Towers Hospital boundary wall to Gipsy Lane.

Towers Hospital Hall

Towers Hospital Nurses' Home.

Lodge at Towers Hospital East Gate 1.

Chapel style building.

The Tower on the west of Towers Hospital.

Permission will be required to demolish any buildings within the curtilages of the listed buildings. Further details are available from the Building Conservation Officer in the Urban Design Group.

Appropriate uses for these buildings are residential, offices, place of worship/community use, guest house/small hotel/pub/restaurant and small scale leisure.

Trees

A Tree Preservation Order covers mature trees on the site. Along the western boundary and alongside the allotment land, these take the form of woodland preservation orders, which include all the trees within the outlines which are marked on the TPO document. Copies of the TPO document, and further advice, is available from the Planning Officer (Trees) in the Urban Design Group.

Planning History.

Since 1993 negotiations have taken place on a number of planning applications. These have been based on a series of informal design guidance sheets, covering several key design principles. This document formalises the ideas and guidance given in respect of these applications and approvals.

Planning permission was granted on the 20th December 1996 for 146 dwellings on the eastern half of the Towers Hospital site with access off Humberstone Drive (application no.19960647).

Outline approval was granted on the 30th November 1998 for residential development and access on the Albermarle Hall site (application no. 19981434).

Outline approval was granted on 16th October 2000 for redevelopment on the Towers Hospital site for Housing (Class C3), Business (Class B1), Retail (Class A1) and Public Open Space uses (application no: 19931687). A section 299A agreement sets out conditions in respect of open space and access requirements. Contact the Development Control Group for further information.

Uses.

The proposed uses of the site are indicated on plan 2.

Residential and public open space uses have been established by the above planning permissions on the areas indicated. Part of the area designated for residential use, adjacent to Arnold Lodge, is allocated for future expansion of this secure unit as indicated.

A range of mixed uses in the area of the existing hospital buildings (PDA) will be acceptable in order to encourage re-use of the existing buildings and regeneration of this site. Policy SPA01 in the Replacement Local Plan will guide the overall approach to regeneration within PDAs. Priority uses within the Towers Hospital PDA include: -

- **A Local Centre** – This can include up to 500sq.m. of A1 retail floor space. A2 offices and A3 uses (such as a pub, restaurant or café) would also be suitable. Other community uses (such as leisure facilities, surgeries, clinics or day nurseries) would be ideally located close to, or within, the local centre.
- **A Place of Worship** (D1). Outline permission 19931687 identified the need for a place of worship to satisfy local demand.
- **Business uses** – Outline permission 19931687 requires a minimum of 2 hectares of Business Use (B1) within Phase 2 of the Towers redevelopment. This should be located within the revised PDA and could be partly accommodated within the remaining hospital buildings. All aspects of the B1 Business Class have been identified as priority uses within this PDA - B1a (offices), B1b (research and development) and B1c (light industry). It should, however, be noted that any offices (whether B1 or A2) of over 2,500 sq.m. floorspace will be subject to the sequential test approach set out in the Replacement Local Plan and will be required to look for more central sites within the city and town centres of the Leicester urban area.

The NHS is likely to retain some of the existing buildings for office use.

Other acceptable uses within the Towers Hospital PDA include: -

- **Community facilities (D1) and Community leisure (D2)** – As set out above the ideal location for these uses would be within, or close to, the Local Centre. Community and leisure facilities, which are considered to serve a wider catchment than just the local community, will be subject to policies requiring a sequential approach to site selection.
- **.Residential (C3)** – Residential use is desirable within any mixed-use scheme providing surveillance and activity beyond business hours. However, as SPA02 in the Replacement Local Plan sets out, this requires close examination of amenity issues.
- **Clinics, health centres, crèches and day nurseries (D1).**

Other uses, which are complementary to those listed, will be considered on their merits particularly where they would encourage the re-use of buildings, which have been designated for retention. For example, a small hotel or guesthouse may be a suitable use to serve the local community and proposed Business Park.

Planning and Design Requirements.

Diagram A shows an indicative layout of the site that would meet the main planning and design requirements set out below.

Retain the character of the site.

The Victorian buildings, several of which are listed, set the character of the site. The site's mature trees and tall brick buildings are landmarks that should continue to dominate. The layout of new development should facilitate views of the listed buildings.

Maximise the choice of routes.

The choice of routes around the site, and to other areas, for pedestrians, cycles and vehicles should be maximised. Cul-de-sacs should be kept to a minimum because they limit ease of movement for pedestrians and cyclists. A few small mews courts will be acceptable.

Destinations should be visible within the street network and junctions marked with characteristic spaces and buildings. Winding roads, which create inconvenience for pedestrians, should be kept to a minimum.

Streets will need to be simple in layout. Within the loose grid network, there should be a visual hierarchy, through design, which makes clear where people are within the settlement.

Pedestrian and cycle routes should connect Victoria Road East to Humberstone Drive from existing routes through the public open space.

Provide active frontages to public footpaths and public spaces.

Dwelling entrances and windows should face public spaces, streets, footpaths, cycletracks and public open spaces. High blank walls adjacent to footpaths should be avoided. Overlooked and active streets and spaces help make places safer.

Provide defined front spaces to plots.

All front gardens should be clearly bounded by hedges, fences, railings or walls (max. height 1 m.) to ensure that there is a clear distinction between public and private space. Front gardens facing the main road through the site should be delineated with metal railings.

Provide secure rear spaces to plots.

All rear gardens should back onto rear gardens including the existing rear gardens on Wycombe Road and Humberstone Drive. Long alleyways to the rear of properties must be avoided for security reasons.

Use designs and materials of high quality.

New buildings in the Towers Hospital area should be designed in harmony with the Grade II listed buildings, but direct reproduction is not implied. The scale, mass, proportions, “visual clues” of detailing and quality of materials should be taken from these Victorian buildings and used within a modern context.

In the residential areas groups of houses should display a similarity of materials with only landmark buildings exhibiting variation in colour. Variety should be pursued through form and shape in all other instances.

Provide open space.

The areas to the south, west and north of the existing Towers Hospital buildings, as indicated on plan 2 and diagram A, are to be retained as open space to maintain the many protected trees and the attractive setting and views of the listed Victorian buildings.

A public park is to be created on the area of land which slopes away from the main listed building frontage on the west part of the site. The section 299A agreement, which has been signed, enables the transfer of this land to the City Council together with a commuted sum to enable the landscape work to form the park.

Retain protected trees.

There are many trees on the site that are protected by a Tree Preservation Order. A detailed tree survey should be carried out, in accordance with the guidance given by the by the ‘British Standard Guide for Trees in Relation to Construction BS 5837’ (information available from the Planning Officer (Trees)). The survey should form the basis for the identification of trees for retention and removal. This will affect the layout of the development.

All trees marked for retention should be provided with a protected area around their trunks, sufficient to ensure that no significant damage occurs during development.

Protect and enhance habitats and protected species.

The woodland areas are of ecological value and proposals are included within the park to further enhance this value with additional planting of native tree species. Parts of the allotment land constitute a fairly diverse habitat, which are developing a woodland edge wild life community at present and any areas left undeveloped, or unused for allotments, should be secured and managed for nature conservation value as a small pocket of developing woodland.

There is a strong possibility that the site is home to bats. These are a species protected by law. It is an offence to disturb bats or their roosts. Therefore, any proposals for development are required to include a survey of possible bat roosts before any demolition, felling or building works are commenced. If bats are found to be present, advice should be sought from English Nature or the Nature Conservation Officer in the Urban Design Group.

Badgers are legally protected species, which are known to be resident on land close to the site. Whilst there is no evidence that they are present on the site at the moment, the local population is known to be increasing. Badgers may, therefore, colonise the site in the future; it has ideal foraging habitats. It is recommended that a badger survey be carried out prior to development.

Provide play areas

Equipped play areas must be provided within the residential areas, in accordance with the National Playing Fields Association (NPFA) 6–Acre Standard. The Deposit Replacement Local Plan incorporates this Standard and requires that 0.8 hectares of children’s play space should be provided per 1000 population (pro rata). For each development of more than 15 units at least one Local Area for Play (LAP) must be provided. For each development of more than 50 dwellings at least one Local Equipped Area for Play (LEAP) must be provided, in addition to the LAPs. The play areas should be within the NPFA recommended walking times of 1 minute for a LAP and 5 minutes for a LEAP.

The play areas must be located so as to allow informal supervision from overlooking nearby houses or well used pedestrian routes. However, account should be taken of possible disturbance to nearby residents. It will not be acceptable for houses to back onto the play areas. Detailed proposals for each of the play areas are to be approved by the Director of Arts and Leisure prior to construction.

If the play areas are to be considered for adoption by the City Council then a commuted sum for a period of 10 years will be required. In addition, developers may be required to make provision for youth and adult play in accordance with policy GE14 in the Deposit Replacement Local Plan.

Incorporate landscaping within the developments.

Native trees should be planted in the front gardens, or in the streets at the front edge of the pavements, to maintain the green nature of the site, to enhance the street scene and to give each street a visual identity. The main road through the site is to have an avenue of lime trees within the curtilage of nearest properties and on the road edge of the open space. Other residential streets should be given character through a palette of trees, which is identifiable to each individual street. If any trees are on adopted highway land, or public open space, then commuted sums will be sought for their maintenance.

Shrubs should be planted in the front gardens of residential properties to maintain the green nature of the area.

Ensure maximum density.

Planning Policy Guidance 3 urges Local Planning Authorities to avoid developments of less than 30 dwellings per hectare. Therefore, development proposals should achieve as high a net density as possible, subject to other planning and design considerations.

Archaeology

The site has never been the subject of a comprehensive archaeological investigation, but it is considered likely that a Roman cemetery, and associated settlement, may lie in the region of the current hospital buildings. Such evidence will have been disturbed by the original building work and any remains will be of a fragile nature, vulnerable to further disturbance. It will be important to locate and evaluate any such archaeological evidence prior to the submission of any planning application and any planning consent will include conditions requiring the investigation, and safeguarding, of any important remains which may be present. Prospective developers should contact the City Council's Archaeological Services at the earliest opportunity to discuss the proposals.

Public Art

The City Council has adopted a % for Art Policy, which means that for every capital or improvement scheme, it is recommended that a percentage of the funding is allocated to commissioning artists and craftspeople to produce features that will enhance, potentially add financial value to and improve the quality of the built or landscaped environment. There are opportunities for the design skills of artists and craftspeople to be used in the detailing of elements such as fencing and signage. Contact the City Council's Public Arts Officer for details.

Energy efficiency

New buildings must demonstrate good practice in energy efficiency and water conservation. The site slopes southwards, providing the opportunity for buildings to incorporate passive solar gain designs. Residential development should achieve a National Home Energy Rating of 9 or above. Non residential development should achieve a 'very good' rating in terms of energy under the Building Research Establishment Environmental Assessment Method (BREEAM 5/93).

Affordable Housing

Guidance on the provision of affordable housing is included in the Local Plan and specific Supplementary Planning Guidance. The current target for negotiation is 30% affordable housing.

Access Housing

Any new development will be required to fully consider the needs of disabled people. Provision of access housing should accord with the Local Plan and specific Supplementary Planning Guidance. The current target for negotiation is 15% access housing.

Crime and Disorder

The proposed layout of the site should offer security to the public, in particular pedestrians and cyclists. This can be achieved by observing the following previously described requirements: -

- *Provide active frontages to public paths and public spaces.*
- *Provide defined front spaces to plots.*
- *Provide secure rear spaces to plots.*

Additional Development Requirements

Highways and Parking Requirements

The present access road (now named Herongate Road) to the existing housing development is off Humberstone Drive. The maximum number of dwellings off this single point of access is 150 and 146 have already been built.

Current planning permission allows for a link road to Gipsy Lane to facilitate further development of the site. The likely link road alignment is indicated on Diagram A, but this may be subject to revision because of protected trees, or if the layout of the development benefits from better creation of streets and spaces. Once the through route is established, the Humberstone Drive access must be completed with the provision of signalling. This is a condition of providing the link through to Gipsy Lane.

The roads must be built to adoptable standards and in accordance with the DETR publication "Places Streets and Movement".

A Transport Assessment (TA) is required to determine the most suitable type of junction off Gipsy Lane to facilitate access to the development, and also to assess the full impact on the surrounding highway network as well as to address accident related problems (including junctions at Victoria Road East and Thurmaston Lane with Gipsy Lane). The TA should also assess the capacity at the junction of Humberstone Drive/Herongate Road. As part of the TA a model split target shall be identified for alternative modes of transport and measures introduced to achieve that model split.

Modifications and upgrading of Gipsy Lane are required to accommodate the provision of public transport services. A sustainable approach to transport will be required throughout the development. This means adopting measures to reduce the need to travel, as well as travelling distances through the provision of a mix of uses. More sustainable transport modes including walking, cycling and bus transport must be encouraged from the first occupation of houses, community or business premises.

The development should be designed as a 20mph zone by satisfactory signing and entrance features.

Pedestrian facilities must be designed to make walking easy and pleasant. Traffic calming measures, such as horizontal changes in direction and visual pinch points, should be incorporated into the street design and form an integral part of the overall scheme. Traffic calming humps are to be avoided. Along the main roads, radii and surface treatments to side turnings must alert drivers to pedestrian rights of way. Junctions within the housing areas should be tabled.

Provision for cycling must be made within the design of the main roads, to link with the proposed cycle track across the park to Victoria Road East as part of the "Green Ringway". Barriers will be required to prevent vehicles accessing the footpath/cycle tracks across the park. All employment uses must provide secure cycle parking for employees and visitors. Cycle parking should be provided at the local centre and any facility that intends to cater for public use must provide convenient cycle parking close to the entrance. Wherever possible, house plots should be arranged to allow for securing bicycles in rear gardens, garages or secure facilities as part of the building.

The site will need bus access along the main road, with passenger stops related to both residential and employment uses.

All movement and transport infrastructure, including bus routing, must be provided at the same time as new access roads. This is to ensure that transport choice is available when the development is first occupied and patterns of car use do not become established before public transport and pedestrian/cycle facilities are provided.

Car parking should be provided in accordance with the Replacement Local Plan and the maximum parking standards set out in the Supplementary Planning Guidance (SPG) on Vehicular Parking Standards. Parking for disabled people should also be provided in accordance with the SPG on Parking Standards. The SPG is likely to be adopted earlier than the RLP. Prospective developers should check the status of the standards before an application is submitted. Residential car parking should be well overlooked by properties and preferably be on plot. Prospective developers should contact the Traffic Group to discuss road layouts before an application is submitted.

Drainage

Developers will be expected to use sustainable drainage techniques as per Planning Policy Guidance 25.

Seven Trent Water Ltd. has confirmed the following information regarding the sewers.

1. There is an existing public foul water sewer, which crosses from south-east of Heybridge Road into open space and passes adjacent to Arnold Lodge and eventually drains into Cordelia Close. This sewer will have to be diverted around any extensions to Arnold Lodge.
2. There is an existing public surface water sewer, which crosses from southeast of Heybridge Road into open space and eventually drains into Wycombe Road.

All sewer record enquiries should be made to Seven Trent Water Ltd who should be informed of any unrecorded drains and any alterations to cover positions or levels.

Adherence should be made to the Environment Agency's 'Best Practices' for ground water and rainwater runoff. The Environment Agency should be contacted regarding any development likely to affect watercourses and exacerbate flooding problems.

Services

Developers are recommended to contact the relevant body for each service to ascertain the availability of services and any specific requirements for their provision.

Location of service runs must be identified on submitted plans and should take account of protected trees.

Landfill Gas

The site is within 250 metres of a landfill site known to have accepted wastes within the last 30 years. There is a perceptible risk of landfill gas affecting it and a full site survey of the ground conditions will be required. If any areas of concern are found, then appropriate remedial action will need to be carried out.

Ownership

The Trent Regional Health Authority owns the Towers Hospital site. Please

contact Capitec(Trent) for further information.

Leicester City Council owns the allotments and the Albermarle Hall sites. Please contact Property Services for further information.

Consultation

It is important that the contents of this guidance are understood and, ideally, accepted by a range of interested parties. To this end, this guidance will be subject to consultation with the following groups:

- site landowners;
- adjoining landowners;
- local residents;
- local ward councillors;
- development industry representatives; and
- other interested bodies.

The results of consultation will be considered in the preparation of the final form of the guidance, which will be presented to the City Council's Cabinet for adoption. A full report on the results of consultation will be available from the Director of Environment, Development and Commercial Services.

Contacts

Contacts at Leicester City Council

Development Control

David Cotton 0116 252 7286
(Pre-application enquiries and planning applications)

Urban Design

Catherine Laughton. 0116 252 7294 (minicom 252 7239)
David Trubshaw 0116 252 7217: Building Conservation
Paul Champion 0116 252 7263: Trees
Richard Riley 0116 252 7214: Landscape
Sue Timms 0116 252 7268: Ecology & Nature Conservation

Development Plans

Judith Szymanski 0116 252 7271

Traffic & Highways

Devinder Singh. 0116 252 6553
Sally Killips. 0116 252 6524: Cycling

Pollution Control

Steve Quick. 0116 252 6401

Property

Brendan McGarry

0116 252 5042

Arts & Leisure

Adrian Edge

0116 252 7351: Landscape Development

Jasia McArdle

0116 299 5988: Public Art

Richard Clark

0116 247 3023: Archaeology

Other contacts**Environment Agency**

Geoff Platts

0115 846 3622

Seven Trent Water Ltd.

John Nicholson

0121 7224000

English Heritage

Ann Bond,

Inspector of Historic Buildings

01604 735452

English Nature (regional office) 01476 584800**Planning Consultants**

Michael Coursier & Partners

Michael V Watts

01204 361 551

Capitec (Trent)

Richard Exell

0114 229 0107

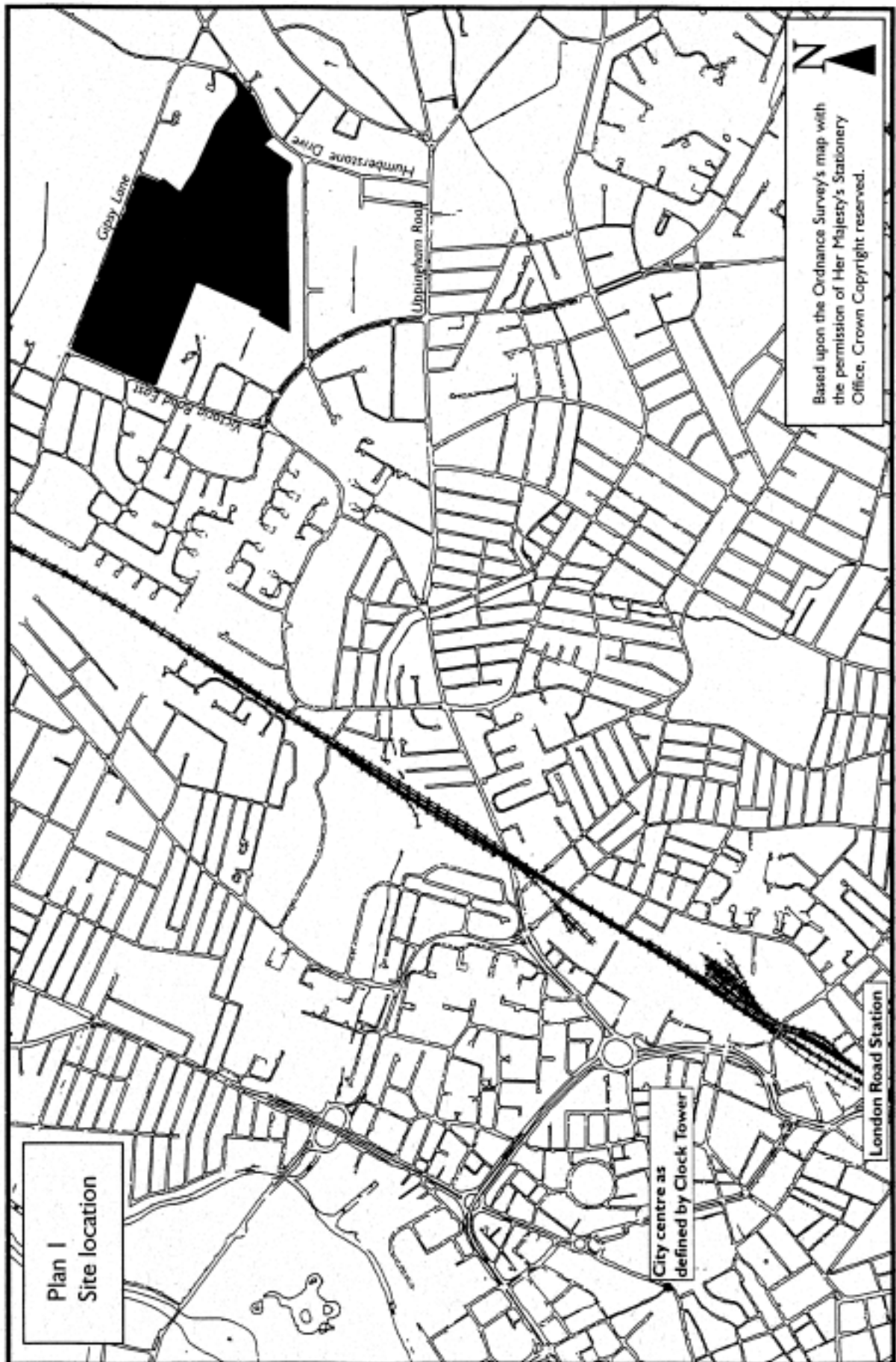
If you require this guidance to be explained to you, or require to have it in large print, on audio or disk, please telephone (0116) 252 7294, minicom 252 7239.

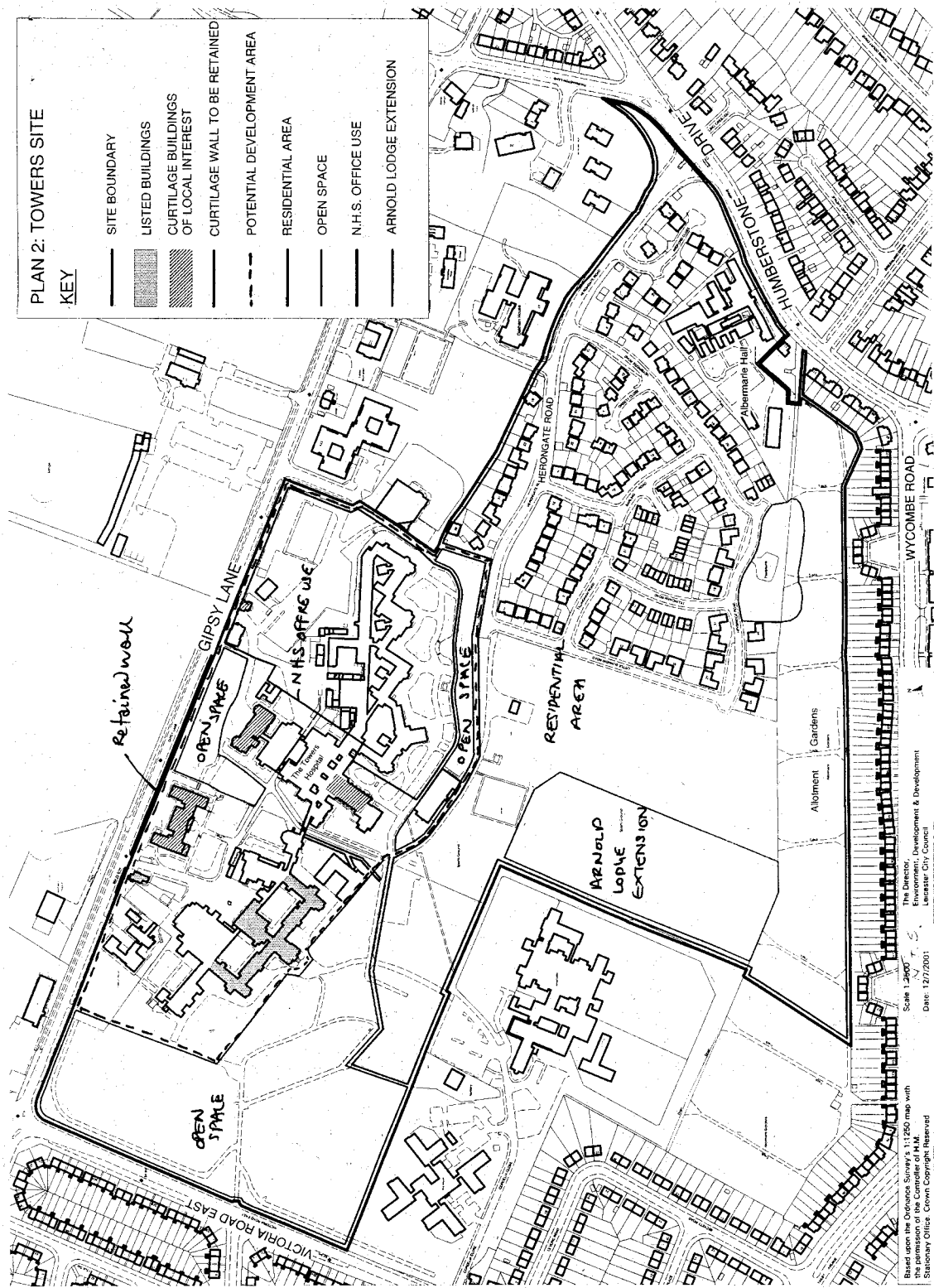
উক্তস্থানে সিটি কাউন্সিল যে ধরনের উন্নয়ন করার আশা করছে, এই নির্দেশনাটি তার একটি সংক্ষিপ্ত বিবরণ। আপনি যদি বাংলা ভাষায় এর ব্যাখ্যা চান, তাহলে অনুগ্রহ করে 252 7294 নাম্বারে টেলিফোন করুন।

বিকাশনো প্রকার অনে তেনী আকৃতি কে জেনী সিটি কাউন্সিল আ স্থান ওপর আথা রাপয়ে তেনা মার্গের্থননী আ রূপেয়া छे. जे आ अधुं तमने गुजरातीमां समजवे अवी तमारी छंछ्या ज्ञीय तो, मडेरजानी करी टेलिफोन नंअर 252 7294 ওপর ফোন করো.

ਜਿਸ ਤਰ੍ਹਾਂ ਦੀ ਡਿਵੈਲਪਮੈਂਟ ਸਿਟੀ ਕੌਂਸਲ ਮੁਕਾਮ ਤੇ ਚਾਹਵੇਗੀ, ਇਹ ਗਾਈਡੈਂਸ, ਉਸ ਦੀ ਕਿਸਮ ਅਤੇ ਆਕਾਰ ਦੀ ਰੂਪਰੇਖਾ ਦਰਸਾਉਂਦੀ ਹੈ । ਜੇਕਰ ਤੁਸੀਂ ਚਾਹੁੰਦੇ ਹੋ ਕਿ ਇਸ ਦਾ ਵਰਨਣ ਤੁਹਾਡੇ ਲਈ ਪੰਜਾਬੀ ਵਿੱਚ ਕੀਤਾ ਜਾਵੇ ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ 252 7294 ਤੇ ਟੈਲੀਫੋਨ ਕਰੋ ।

اس گائڈنس میں ان ترقیاتی کاموں کی نوعیت اور اقسام کا خاکہ کھینچا گیا ہے جن کی توقع سٹی کونسل اس علاقے میں کر سکتی ہے۔ اگر آپ اس کو اردو میں سمجھنا چاہتے ہیں تو برائے مہربانی 252 7294 پر ٹیلیفون کریں۔ U





PLAN 2: TOWERS SITE
KEY

[Solid line]	SITE BOUNDARY
[Stippled area]	LISTED BUILDINGS
[Hatched area]	CURTILAGE BUILDINGS OF LOCAL INTEREST
[Dashed line]	CURTILAGE WALL TO BE RETAINED
[Dotted area]	POTENTIAL DEVELOPMENT AREA
[Thin solid line]	RESIDENTIAL AREA
[Thick solid line]	OPEN SPACE
[Thick dashed line]	N.H.S. OFFICE USE
[Thick solid line]	ARNOLD LODGE EXTENSION

Scale 1:2500
Date: 12/7/2001
The Director
Environment, Development & Development
Leicester City Council

Based upon the Ordnance Survey's 1:2500 map with
the permission of the Controller of H.M.
Stationery Office. Crown Copyright Reserved

- The southern edge of the NHS/Business Park area. This has a prominent position in the site. Existing buildings should be retained wherever possible. The area to the east of the building should be used for parking and access to the Main Avenue. A high level of permeability and entrances doors to reception or office areas which may be ancillary to the main uses.
- The local village centre area. New buildings should create a well-defined main street and be three storeys in height with a landmark feature at roof level. This area would be ideal for the new shops or more are still obtainable with accommodation over the shops. The existing buildings of local interest are expected for a place of worship and/or community use.
- Re-use of this building is expected. Residential or a small hotel would be suitable uses and it should be serviced from the existing drainage system.
- Buildings should be designed to create a high quality, predominantly hard landscaped pedestrian friendly area. The existing shape in the listed building forms one side of the square and the new building elevations should maximise surveillance onto the public space.
- A small perimeter block of residential use should overlook the park here. It may be possible to retain the tower as part of the block. New building in this area should be a minimum of 3 storeys high to be an building is listed grade and must be retained. This could be re-used as a mix of residential, office, leisure and community uses. Access to the park frontage should be designed to give a prestigious main entrance.
- A half perimeter block should overlook the park with a consistent use of materials and a high density of houses.
- Use of housing should be provided in this block. The area to the north of this will form the entrance to the park for most new residents and should be well overlooked.
- Protected trees should be retained within the rear gardens of this block with at least eleven metres of clear garden between the edge of any tree canopy and the rear of properties.
- This area is rather narrow for residential development but it is possible to create a single street with a shallow depth from front to back. Sheltered housing here may be considered most appropriate.
- An access through this area should be single added with houses fronting onto the public open space (PO.S). Additional depth of block should allow normal house depth at two storeys here.
- Re-development of the Aberrant Hall site only could be accessed off Humberside Drive. This would be a small scale development with a mix of uses. The site should be designed to accommodate a pleasant area of open space, which would go some way towards replacing the amenity value lost by the development of the allotment site.
- Design of this junction is dependent on a transport assessment. Consideration should be given to the protected trees and to the attractive existing wall.

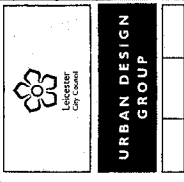
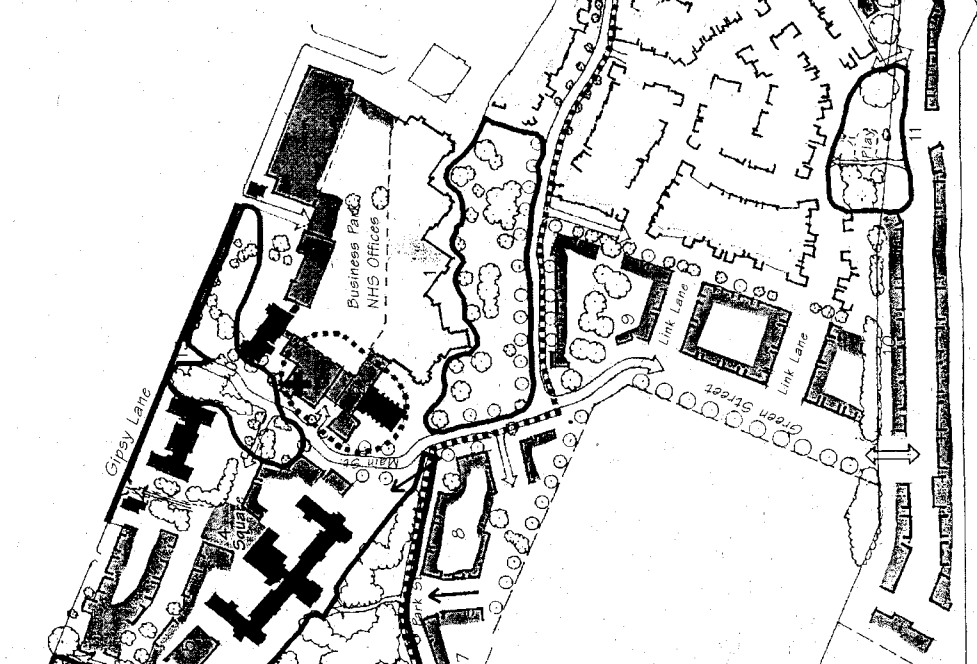


Diagram A.
The Towers- Design Guidance

	Trees for retention
	Tree planting required
	Proposed perimeter block development
	Existing perimeter block development
	Green open space
	Urban Space (Predominantly hard landscaped pedestrian friendly area)
	Pedestrian link
	Cycle link
	Landmark built form required
	Listed Building
	Curtledge building/structure to be retained
	Local Village Centre
	Views of Listed Building

Not to scale