



**Development Control
Committee**

**Thursday, 26 June
2025**

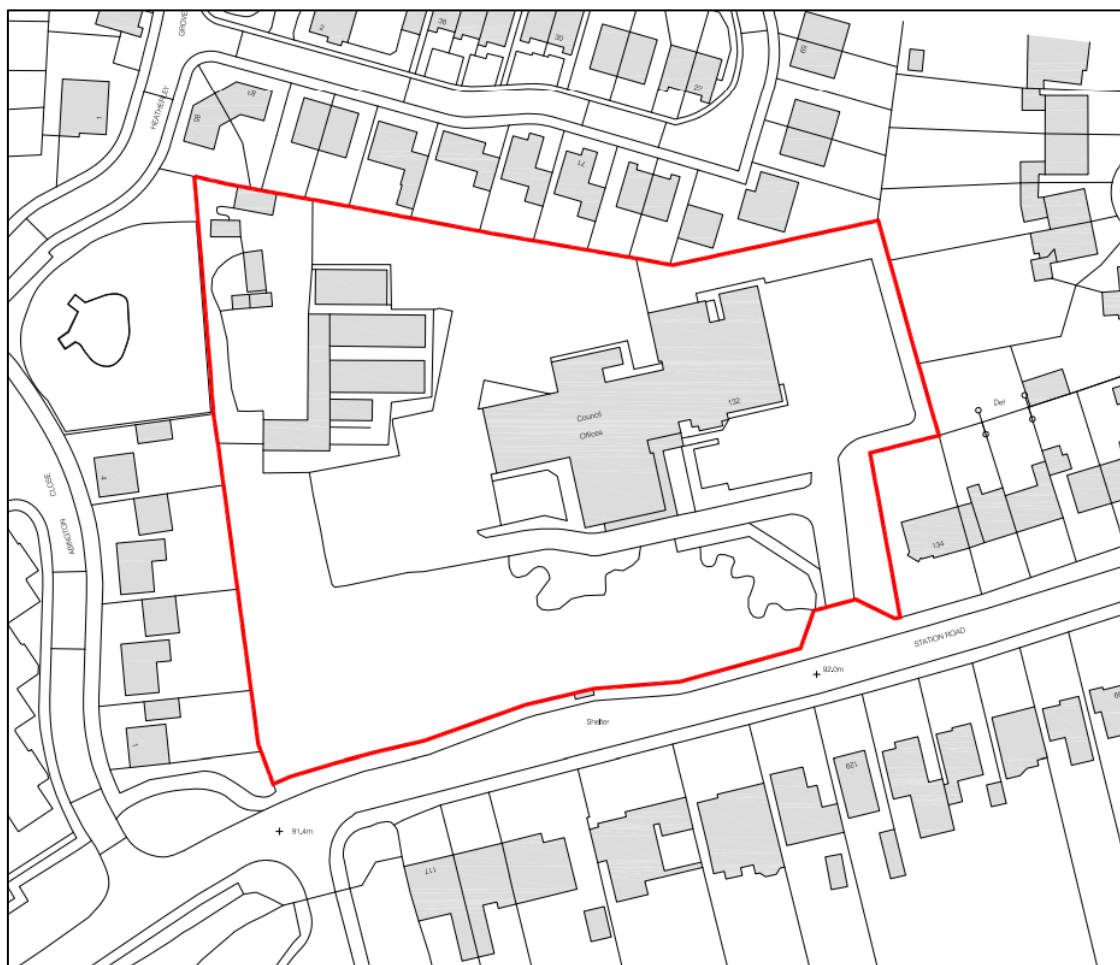
Matter for Decision

Report Title: **Bushloe House, Station Road (Ref. No. 23/00479/LBC)**

Case Officer(s): **Tracey Carey (Principal Development Control Officer)**

Site Address:	Bushloe House, 132 Station Road, Wigston.
Application Description:	Part demolition of Bushloe House and change of use from offices to C2 use, plus extensions to provide a C2 care facility (total 86 beds) with ancillary facilities, associated parking, landscaping and ancillary works.
Purpose of Report:	To consider and determine the planning application accordingly.
Recommendation(s):	That the application be PERMITTED planning permission in accordance with the submitted documents and plans subject to the prescribed conditions and informatives.
Senior Leadership, Head of Service, Manager, Officer and Other Contact(s):	<p>Teresa Neal (Strategic Director) (0116) 288 8961 teresa.neal@oadby-wigston.gov.uk</p> <p>Adrian Thorpe (Head of Built Environment) (0116) 0116 257 2645 adrian.thorpe@oadby-wigston.gov.uk</p> <p>Jamie Carr (Planning Policy & Development Manager) (0116) 257 2652 jamie.carr@oadby-wigston.gov.uk</p> <p>Tracey Carey (Principal Development Control Officer) (0116) 257 2720 tracey.carey@oadby-wigston.gov.uk</p>
Consultees:	The consultees are as set out at Section 4 of this report.
Background Papers:	23/00484/FUL - Part demolition of Bushloe House and change of use from offices to C2 use plus extensions to provide a C2 care facility (total 86 beds) with ancillary facilities, associated parking, landscaping and ancillary works
Appendices:	1. Application Ref. No. 23/00479/LBC & 23/00484/FUL

1. Site and Location



- 1.1. The site is located on the north side of Station Road in Wigston. The site is currently vacant with its most recent use being for offices in association with Oadby and Wigston Borough Council.
- 1.2. Bushloe House is a Grade II Listed Building with a two storey and single storey extension added in the 1970's with areas of hardstanding to the north, east and west and a number of associated outbuildings close to the western boundary. The site is bounded by residential properties to the north, south, east and west. The trees to the front (south) of the site are protected by a Tree Preservation Order.
- 1.3. The application is to be decided at Committee as the site is owned by Oadby and Wigston Borough Council.

2. Description of Proposal

- 2.1 The proposal represents the redevelopment of the site to a Class C2 Use (Residential Institutions), including conversion of the Listed Grade II Building, Bushloe House, alterations to the fabric of the heritage asset and development within its setting, comprising the demolition of the 1970's extensions, and new extensions to create a total of 86 units with ancillary facilities, associated parking, landscaping and ancillary works.
- 2.2 The conversion of Bushloe House will provide 9 en-suite rooms over three floors and storage in the basement area. Shared facilities for communal use by residents of the wider development include a gym and café/bistro situated on the ground floor. The extensions are a mix of single storey, two storey, two and a half storey and three storey in height. A

single storey element connects Bushloe House to the new build by way of a glazed link, creating the main entrance, a two-storey flat roof element provides the admin and managers office, a cinema room and 20 rooms with a roof terrace as well as primary communal lounge areas created within a semi-circular glazed projecting element to the front, providing 180 degree views of the gardens.

- 2.3 Further west, a three-storey building accommodates the remaining bedrooms, secondary lounge areas, medication stores, nurse stations and sluice areas on each floor as well as the staircases. Additional ancillary accommodation comprising of the kitchen, plant room, storage areas, laundry room, staff lockers, showers and the staff common room are provided within a basement area.
- 2.4 The materials proposed are traditional materials with a contemporary approach. Brickwork is the primary facing material and includes a Buff light brick in sandstone colour to match the existing brick on Bushloe House for the two storey elements, a red facing brick to compliment Bushloe House on the three-storey element and a Zinc vertical standing seam roof. Other materials include timber or aluminium framed windows/doors, timber curtain walling, grey zinc cladding, solar shading/sliding louvres and infill panels of weathered steel or timber panelling.
- 2.5 A total of 34 car parking spaces are proposed (including 2 disabled spaces) as well as a designated space for Ambulances and Deliveries. Electric provision will be provided for four spaces.

3. Relevant Planning History

- 76/00955/8M - Erection of new offices and Council Chamber and alterations to existing offices
- 85/00466/8M - Erection of office extension
- 87/0033/8M - Office extension to rates department
- 87/00878/8L - Demolition of walls to give access to single storey rear extension
- 88/01292/8M - Alteration to basement
- 90/00098/8L & 90/00100/8P - Extension to car park
- 93/00651/8L & 93/00652/8M - Change of use of nursery to offices and storage
- 94/00847/8P - Change of use of greenhouse to private use
- 95/00352/8L - Demolition of internal walls between rooms 4 and 5
- 00/00179/8L and 00/00180/8P - Realignment of existing hedge
- 05/00419/LBC - External alterations to form a ramped approach to the main entrance
- 07/00510/FUL - Retention of alterations to form a fire escape with rammed approach from ground floor committee room
- 10/00439/LBC - Installation of 15No. wall mounted air source heat pumps/air conditioning units - Permitted
- 13/00358/LBC & 13/00417/FUL - Demolition of timber offices & erection of fence with gate & brick up connecting door (Rev A) - Permitted
- 16/00107/FUL - Replace east boundary fence by 1.8m high close boarded; alteration to front railings to provide pedestrian access gate to Station Road; and geosynthetic path between new access and fire assembly point - Permitted
- 17/00445/LBC - Add two additional windows to the rear elevation of the 1970's extension building to allow un-utilised space to be refurbished to form required meeting rooms -Permitted
- 23/00484/FUL - Part demolition of Bushloe House and change of use from offices to C2 use plus extensions to provide a C2 care facility (total 86 beds) with ancillary facilities, associated parking, landscaping and ancillary works – Pending Consideration, also on this Agenda.

4. Key Consultations and Responses

4.1. **Historic England** – The following concerns were raised regarding the original application:

'Despite the ill-considered extensions and unfortunate changes, Bushloe House is still discernible as an important high status former house of high architectural quality with a fine interior, set in substantial grounds which contribute to its overall significance.

It is proposed to remove the 1970's extension and replace it with a substantial new extension which would rise to three storeys. The extension is proposed to be attached to the west elevation via a glazed link building and set forward of the south façade. Whilst it would be designed in a similar manner to the c.1880 house, it would be notably higher and bulkier than in comparison to the existing inappropriate extension.

When viewed from the west, the proposed extension would largely obscure the west elevation of the c.1880 house. We consider that the extension as proposed would appear overly assertive when viewed in conjunction with the main listed building and would diminish the prominence of the c.1880 house as the dominant feature of the site. Whilst we acknowledge that the existing extension is an inappropriate feature that debases the architectural significance of the listed building, we believe that the proposed extension would be more visually intrusive by virtue of its increased scale and mass. We disagree with the claim made by the applicants that the proposed replacement extension would cause no harm to significance whatsoever or that the modest repair and restoration works proposed would offset any harm resulting from the proposed extension.

We are unable to make comprehensive comments regarding the proposed internal alterations to the listed building to accommodate flats, as only limited details and photographs have been provided of the interior. Notwithstanding this we have concerns regarding the harmful sub-division of a principal room on the ground floor, which would be divided by a partition wall set on a diagonal alignment. This would have a detrimental impact on its spatial quality and character. We note that changes in plan-form are proposed to accommodate en-suites, and that alterations will be required in relation to upgrading for servicing, noise insulation and fire regulations. These are likely to impact on historic fabric and need to be carefully considered. No details have been provided in this regard. It is proposed to demolish some low scale buildings and glass-houses to the west of the site, which appear to be of limited significance, and replace them with a substantial, three storey building to provide a care home. The proposed three-storey block, which would occupy the majority of the widest part of the grounds, is monolithic in scale. The proposed modelling of the facades and projecting wings would not disguise the excessive bulk of the proposal. In our view the proposed building would be highly dominant, over-prominent, and an extremely intrusive and inappropriate feature within the setting of the listed building, that would seriously erode and diminish the prominence and dominance of the listed former house.

Consequently, we believe that the cumulative impact of the proposed extension and internal alterations to the main listed building, along with the proposed development within its setting would cause a high level of harm to the significance of the listed building. Notwithstanding the insufficient information provided in relation to the significance of the interior of Bushloe House, we consider that the proposed development would cause a high level of less than substantial harm, due to the nature and quantum of development proposed, which would seriously diminish the prominence and dominance of the c.1880 former house and would seriously erode its setting.

Furthermore, we do not consider that a clear and convincing justification has been made for the degree of harm that would result or that the perceived 'heritage benefits', would outweigh the level of harm caused to the overall significance of the listed building. Consequently, we do not believe that it has been clearly demonstrated that the quantum

and nature of development currently proposed and its resultant harm is necessary to bring the building back into a viable new use which is compatible with its conservation. Furthermore, it should be noted that the harm that would result from the proposed development, would effectively be irreversible due to the nature and value of developments of this sort.

We acknowledge that the 1970's extension and the hard-surfacing to accommodate car-parking degrades the appearance and setting of the listed building. There is therefore a considerable opportunity to enhance and better reveal the significance of Bushloe House through a more sensitively conceived scheme which would harmonise with the listed building and enhance its setting (in accordance with NPPF para 212). This might include replacement of the 1970's extension with a more sensitively sited addition of more appropriate scale and a more modest, smaller scale development within the grounds.'

4.2. Historic England comments on the current scheme conclude:

This amendment appears to have reduced the four-storey element to three storeys and altered the overall design to better reflect that of Bushloe House. The new design appears to have taken design cues from the heritage asset such as rectangular-bays, mullioned windows, and pitched roofs of alternating heights and pitches. These changes are welcomed.

The amended scheme is an improvement over the previous iteration. The reduction in height and mass of the main accommodation block has reduced the impact of the proposed development on the prominence of Bushloe House. The changes to the proposed design are welcomed, although further improvements should be made. However, while the height and mass has been reduced, this proposal continues to represent a large quantum of development that will impact the dominance and setting of a GII listed heritage asset. This will result in harm to significance and your authority should be satisfied that the applicant has addressed the test of NPPF Para.215.

4.3. **Highway Authority** – Comments on the original scheme:

Site Access

The LHA is satisfied that the existing access arrangements would be safe and suitable to cater for the proposed development, given that the volume and type of movements through this access would be similar to, or less than, the extant use.

The Transport Statement (hub transport planning, reference T22540, dated 28th November 2023) contains swept path analysis for a large car and refuse collection vehicle (hub transport planning, drawing numbers T22540 001 revision B and T22540 002 revision A). The refuse collection vehicle is based on a Dennis Eagle Phoenix 2-23W 6x4 vehicle, which the LHA understands is currently used by the Waste Collection Authority, Oadby & Wigston Borough Council. Whilst the swept path analysis drawings do not demonstrate manoeuvres in all directions, the LHA is nonetheless satisfied that this existing access is suitable to cater for the largest vehicles expected to visit the site.

Highway Safety

The Transport Statement has identified four Personal Injury Collisions (PICs) in the latest five year period that have occurred along Station Road (B582) / Bushloe End (B582) between the junctions of Pullman Road and Long Street / Moat Street. Three of these resulted in 'slight' injuries and one resulted in a 'serious' injury. The Transport Statement concludes that 'neither the volume nor severity of PIAs in the surrounding area are a cause for concern, particularly when considering the traffic generation associated with the proposed development, and when considered against that associated with the existing use.' The LHA concurs with the Transport Statement's review and conclusions.

Given the scale and type of development proposed, in conjunction with the above PIC appraisal, the LHA is satisfied that the proposed development would not have any significant impacts on highway safety.

Trip Generation & Junction Capacity Assessment

The Transport Statement contains a comparative trip generation exercise with the existing and proposed development based on data obtained from the TRICS® database. The LHA has reviewed the input parameters for the TRICS® surveys and considers them to be acceptable.

The trip generation exercise demonstrates a noticeable decrease in trips during the morning and evening peak hours (08:00 – 09:00 and 17:00 – 18:00). A difference of -16 AM peak period and -15 PM peak period.

Furthermore, the Transport Statement also contains a junction capacity assessment of the site access. This demonstrates that the access would operate well within capacity during the morning and evening peak hours.

The LHA is therefore satisfied that the proposed development would not have a significant impact on the local highway network in terms of capacity and congestion.

Internal Layout

The LHA considers that further information is required to demonstrate that the proposed parking quantum would be sufficient to cater for the proposed development.

The LHA requests that the TRICS® output data for parking provision should be submitted to support the application.

The LHA would encourage the Applicant to consider increasing the number of car parking spaces for the proposed care home accordingly. The LHA would expect parking quantum to be provided in accordance with the 'Highway Requirement for Development: Part 4' section of the Leicestershire Highway Design Guide (LHDG).

The cycle parking facilities should be secure and undercover in accordance with Section DG15 of Part 3 of the LHDG. These details can be submitted under the current application or secured by way of condition.

The duly appointed Travel Plan Coordinator (TPC) must be a suitably qualified professional whose full name and contact details should be provided to the LHA.

Transport Sustainability

The Travel plan does not demonstrate a deliverable commitment to specific initiatives or milestones throughout the life span of the plan. Although the Travel Plan provides an overview of objectives and some initiatives it does not give specific enough detail or demonstrate a commitment to the delivery of a comprehensive programme of initiatives and actions set out clearly in an action plan.

The LHA requests the Applicant to review the Travel Plan in line with the Leicestershire County Council (LCC) guidance. This can be secured by condition.

Highway Authority comments on the current scheme are outlined later in the report.

- 4.4. **LLFA** – No objection subject to conditions regarding a surface water drainage scheme; details in relation to the management of surface water on site during construction and details of the long-term maintenance of the surface water drainage system.
- 4.5. **OWBC Environmental Health** – (i) a construction plan will be required before construction commences; (ii) an asbestos survey shall be required, any asbestos found will need to be removed before any demolition work takes place; (iii) Noise Assessment: Appropriate glazing and ventilation construction is required to ensure internal ambient levels in the proposed habitable rooms can be achieved. Noise from car parking will not adversely impact on existing residential dwellings. An appraisal of plant will be required to demonstrate there is no adverse impact and the appropriate standards can be achieved; (iv) Adequate refuse and recycling arrangements will be required; (v) the Ground Investigation Report concludes a phase II investigation is necessary which shall consider (a) Remediation for any geoenvironmental hazards identified in the phase 1 report (b) Determine the extent and nature of any made ground (c) Characterise the nature of near surface soil/groundwater beneath the site (d) Assess soil contamination (e) Provide geotechnical design for foundation purposes; (vi) Any external lighting provided in the car parks and amenity areas shall be designed and located to ensure there is no luminance or glare which could impact on other existing residential uses.
- 4.6. **OWBC Planning Policy** – The proposal site is situated within the urban area, in Wigston, and it is within walking distance of Wigston town centre and local amenities. The site also benefits from good public transport links, as well as access to the local walking and cycling network.

The key aim and objective for any scheme of this nature is that the development proposal, involving the restoration and re-use of a nationally recognised Grade II Listed Building of heritage significance in the form of Bushloe House, must respect and enhance the locale, for today and for generations to come.

Overall, it is considered that in principle, some form of residential development (use classes C2 and C3) would be acceptable on this site, subject to all other relevant national and local policies being complied with.

Key consideration appears to be whether the revised scheme is now causing less than substantial harm to the listed building.

If the amended design is now considered to cause less than substantial harm to the listed building then a) bringing the building back into use and b) making an important contribution to meeting an identified housing need would both weigh heavily in favour of the scheme.

- 4.7. **OWBC Tree Officer** – The increased offset from T1 and restoration to soft landscaping is appreciated.

Proposed footpaths - Much increased off-set from the retained Wellingtonia (T8) is better and more appropriate, as is the retention of the tress to the north which help to act to prenent root damage.

Removal of trees T38, 39, 40, 41 and G8 is reasonable, these trees are primarily self-set along the palisade fencing and are of limited merit, their low retention category is agreed with. These trees were not included within the TPO for the site.

The proposed landscaping looks to be in keeping with the character of the listed property and integrated the existing landscape well. Condition for a detailed landscape plan to include species, sizes etc.

The provided BNG metric appears to be correct.

4.8. **Conservation Officer** – Comments on the original scheme:

'The internal alterations to enable the building's conversion and use for a civic purpose has resulted in some of the rooms being difficult to read alongside its previous residential use, but I am not convinced that the HIA has evidenced this particularly well given the absence of historic floor plans and the fact that, minus the modern extension, the building's footprint is largely, if not wholly the same in terms of form and shape to what it was when compared with the earlier historic O.S. maps. Clearly, the subdivision/partitioning of certain rooms and the loss of some historic features, fixtures and fittings has distorted the interpretation of the layout.

The submission does not fully illustrate and articulate how any existing/remaining internal features of significance would be affected.

I welcome the principle of removing the unsympathetic two storey and single storey additions as they currently detract from the architectural and aesthetic interest of the original house. I also welcome the applicant's ambition to reintroduce a residential use within this building.

There are concerns that the amount and scale of development proposed by the applicant to achieve a viable scheme would result in an overtly large and out of scale extension to Bushloe House that would visually compete with the original building and would reintroduce a form of development that would harmfully erode its significance, including views from outside and within the application site... a reduction in the number of residential units, particularly the removal of the wide three storey element to the rear, would help to address concerns of excessive size, scale, bulk, mass and proportions.

A large, high status historic residence such as this would have typically been located on the edge of a settlement and would have benefited from expansive, landscaped grounds. To that end, it must be recognised that the significance of this heritage asset could be compromised by development within its setting given the erosion of the remaining gardens and green space which make a positive contribution to the relationship and perception of the building's principal elevations.

The harm that would be caused by the proposed development has not been clearly and convincingly justified under the requirements of para 206 of the NPPF without there being irreversible harm caused to the fabric and setting of Bushloe House. Whilst some of the stated public benefits are well intended, details which would clearly demonstrate how these would be realised as a result of the development being approved have not been provided. I am of the consideration that the proposal would lead to 'less than substantial' harm. Given that great weight should be given to an asset's conservation under the requirements of para 205 of the NPPF and the need to balance harm against the public benefits, I am struggling to conclude that the provisions of para 208 of the NPPF have been fulfilled.

4.9. Conservation Officer comments on the current scheme conclude:

Despite the changes my overriding concerns that I previously raised regarding the quantum of development, design, scale, footprint and conservation of historic features during the implementation stage of development still remain.

4.10. **Wigston Civic Society** – No comments received at the time of writing this report.

4.11. **LCC Ecology** – The PEA including Preliminary Roosts Assessment (PRA) and Preliminary Ground level Roost Assessments (PGLRA) for bats were undertaken at the optimal time of

year by a competent individual. Habitat and protected species assessment is deemed sufficient. Ecologically valuable features are proposed to be retained and the main impact of the proposed development appears to effect modified grassland of low ecological value. Recommendations regarding bats are deemed sufficient, providing approach to works and post-construction site conditions assume the presence of a bat roost in Bushloe House and best practice guidance is followed. This should include timing of works on Bushloe House for outside bat hibernation season in order to avoid noise/dust impacts arising from renovations/part demolition/proposed extension, avoidance of obstructing/modification of identified potential roost features and ensuring no light spill into the building during and post-construction (e.g avoid working at night). These actions can be detailed in a Construction Environmental Management Plan (CEMP) secured via a condition.

- 4.12. **ICB** – To ensure that the health and well-being of the local community is protected, the ICB maintains that S106 funding is essential to help mitigate the impact/support the needs arising from the forecasted increase in population and that developer contributions are justified for use to increase access to NHS primary care services by improving patient capacity and flow. The contribution sought is £34,400.
- 4.13. **LCC Contributions** – No Education, Libraries or Civic Amenities contributions required.
- 4.14. **Georgian Group** – No comments at the time of writing this report.
- 4.15. **Society for the protection of Ancient Buildings** – No comments at the time of writing this report.
- 4.16. **Victorian Society** – No comments at the time of writing this report.
- 4.17. **STWA** – No comments at the time of writing this report.

5. Neighbour and Resident Responses

- 5.1. A site notice was displayed and letters were sent to neighbouring properties. Two letters of representation were received on the original and previously revised scheme which raised issues regarding loss of privacy; overlooking; loss of light; planting of trees close to boundary will compromise the integrity of the current boundary wall and the foundations of the property; massive overdevelopment of the site; three storey building will block our view; the proposed bin store would be sited directly behind the current residential properties, this will create smells and possible health hazards, also the noise created when bins being filled and emptied.
- 5.2. Two letters of representation has been received on the latest scheme which raise similar issues to those above. Further issues raised include:
 - Potential impact on the valuation of my property and its appeal on the market
 - This will be a very large care home and will undoubtedly be highly expensive. It will therefore only be available to affluent, elderly people who can afford to pay these steep prices. It is therefore not built with the wider community in mind.
 - The size of the care home will dominate the local area. Our property will be overshadowed by the building.
 - Bin store will omit smells and attract vermin and will be a health hazard to neighbouring properties.
 - A care home does not promote independent living for elderly people. Retirement villages and sheltered housing are better options to elderly people needing support in the community.
 - There is a massive need for housing for elderly people due to an aging population but is a care home of this size the best option.

6. Planning Policy Relevant to the Proposal

- National Planning Policy Framework
- Local Plan Policy 1 – Presumption in Favour of Sustainable Development
- Local Plan Policy 6 – High Quality Design and Materials
- Local Plan Policy 40 – Culture and Historic Environment Assets
- Local Plan Policy 44 – Landscape and Character
- DCLG Technical housing standards – nationally described space standard (2015)

7. Planning Assessment

Key Policy and Legislation

- 7.1. Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that: - *'Where in making any determination under the planning acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.'*
- 7.2. The National Planning Policy Framework (NPPF) at paragraph 2 states that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in preparing the development plan, and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements.
- 7.3. The NPPF is underpinned by a presumption in favour of sustainable development. Although it aims to boost significantly the supply of housing, great importance is attached to the design of the built environment. It advises that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 7.4. This report considers the proposal against the Development Plan (Oadby and Wigston Local Plan), the relevant policies of the NPPF 2024 and the Residential Development Supplementary Planning Document 2019.
- 7.5. Chapter 5 of the NPPF (Delivering a sufficient supply of homes) paragraph 63 indicates *'Within the context of establishing need, the size type, tenure of housing needed for different groups of the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing, families with children, looked after children, older people (including those who require retirement housing, housing with care and care homes, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.'*
- 7.6. Chapter 11 (making effective use of land) paragraph 128 states *'Local planning authorities should take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs.'*
- 7.7. Chapter 16 of the NPPF (Conserving and Enhancing the Historic Environment) is a material consideration in determining development proposals which affect the historic environment. The following paragraphs are of relevance in the consideration of this application:-
- 7.8. Paragraph 210 of the NPPF states that in determining application, LPAs should take account of:

'A) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

B) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

C) the desirability of new development making a positive contribution to local character and distinctiveness'.

- 7.9. Paragraph 212 of the NPPF states that *'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.*
- 7.10. Paragraph 213 goes on to state *'any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.'*
- 7.11. Paragraph 214 establishes that *'where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply: (a) the nature if the heritage asset prevents all reasonable use of the site; and (b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and (c) conservation by grant funding or some form of not for profit, charitable or public ownership is demonstrably not possible, and (d) the harm or loss is outweighed by the benefit of bringing the site back into use'.*
- 7.12. Paragraph 215 of the NPPF states that *'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use'.*
- 7.13. Local Plan Policy 11 'Housing Delivery' suggests that all residential proposals will need to respect the character of the area in which they are located. Proposed development that is deemed to be out of character with the surrounding locale will be refused unless the benefits of any proposed development outweigh the negative impact. It further states the *'Council will support the development of bungalows, student halls of residence, specialist care accommodation, elderly care accommodation and retirement accommodation that meets an identified need and is proposed in appropriate sustainable locations'.*
- 7.14. Local Plan Policy 40 'Culture and Historic Environment Assets' states 'All development proposals must safeguard, conserve or enhance both designated and non-designated heritage assets and their settings, as well as the character and setting of areas of acknowledged significance. Where development is likely to have a significant adverse impact on designated heritage assets and their settings ...and cannot be avoided or they cannot be preserved in situ, the development will not be permitted, unless there are substantial public benefits, which outweigh that harm or loss.

Introduction

- 7.15. The application as originally submitted proposed the part demolition and extension to Bushloe House to change the use from offices to 21 self-contained residential flats and the

erection of a three/four storey 80 bed care home (C2) with 53 parking spaces, landscaping and ancillary works.

- 7.16. Concerns regarding the size, siting, scale and massing of the proposed development and the harm to the significance and setting of Bushloe House was raised early on in the process by Planning Officers, the Conservation Officer and Historic England and has been the subject of on-going discussions.
- 7.17. Historic England concluded that the proposed scheme would have a harmful impact on the significance of the Grade II listed Bushloe House and would seriously erode its setting. In addition they did not consider that a clear and convincing justification had been provided for the high level of harm that would be caused and as such advised that the scheme be reconsidered accordingly.
- 7.18. As a result of the concerns raised during the application process the initial proposal has undergone a comprehensive re-design which has reduced the form and footprint of the scheme resulting in less development and more green space, with Bushloe House being the primary focus and the new build subservient to the heritage asset.

Amendments to the layout include:

- A reduction in the footprint.
- The building/extensions are set back and in line with the listed building.
- The new build transitions from 1, 2, 2.5 and 3 storeys. The most significant massing and height of the development is focused to the west, further from the listed building.
- Retention of the original proportions within existing rooms.
- Improvement to setting by reducing hard surfacing to the front and replace with landscaping. New landscaping has been designed with reference to historic mapping and photographs.
- New landscaping/screening to the north boundary to reduce overlooking of neighbouring rear gardens.

Amendments to the massing include:

- Removal of the C2 residential apartments
- A lightweight single storey glass link abutting Bushloe House
- The height of the new build has been lowered and the roof form revised
- The new build has been broken up into sections
- The roofscapes of the new care home are less intrusive.

- 7.19. In addition, the following information has been submitted:
- A comprehensive room-by-room survey which records existing historic features as well as modern alterations;
 - A statement of significance for Bushloe House;
 - An internal and external itemised schedule of works for Bushloe House; and
 - An assessment of the impact of proposed works on the interior of Bushloe House and its relevant significance.
- 7.20. An assessment of the public benefits of the scheme and an independent assessment of the level of harm has also been provided.
- 7.21. The main issues in this application are considered below.

Principle of the development

- 7.22. The current proposal is for an 86 bedroom C2 care facility, which has 9 bedrooms within the listed building and 77 in the new extensions.
- 7.23. Local Plan Policy 11 is clear that any specialist care accommodation, elderly care accommodation and/or retirement accommodation development should be meeting an evidenced local need and should be located within a sustainable location.
- 7.24. As part of the planning application, the applicant submitted a planning needs assessment that focused on the need within the Borough area for elderly care bedrooms. The assessment was undertaken by Carterwood in January 2025 and therefore represents an up-to-date assessment of local need. The assessment, sets out that the net need for elderly care bedrooms within the Borough stands at 84 ensuite bedrooms (which is highlighted as minimum market standards), and 397 full wet room bedrooms (which is highlighted as maximum market standard). According to the assessment, the need for elderly care bedrooms, is forecast to keep increasing over the next 10-12 years.
- 7.25. The submitted floor plans illustrate that the bedrooms are providing ensuite toilet and showering facilities in a wet-room style. Thus, the provision of 86 C2 use bedrooms is not only contributing towards the overall provision of C2 use bedrooms, but also contributing towards meeting the local need of full wet room bedrooms.
- 7.26. With the need position being robustly illustrated for the Borough area, as well as the location of the proposal being close to Wigston town centre as well as bus stops, it is considered that the application accords with Policy 11 of the OWBC Local Plan where it states that the Council will support the development of...specialist care accommodation, elderly care accommodation and retirement accommodation that meets an identified need and is proposed in appropriate sustainable locations.
- 7.27. The primary issue in respect of considering the principle of development is the associated heritage impact weighed against the public benefit of the scheme.
- 7.28. Both the Conservation Officer and Historic England have stated that there could be some harm to the listed building and its setting stemming from the proposal, however they did not suggest that the level of harm would be substantial. Therefore paragraph 215 of the NPPF is engaged and in order to be deemed appropriate the Council must consider that the harm be outweighed by the associated public benefit.
- 7.29. The public benefit of the scheme can be set out against two aspects, elderly care need within the Borough area, and continued use and maintenance of a listed building that is currently failing into disrepair.

The impact of the development upon the significance (including setting) of the designated Heritage Asset

- 7.30. In determining the applications for listed building consent and planning permission, the local planning authority must have special regard to the statutory duties imposed by sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- Section 16(2): "In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State 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."

Section 66(1): "In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning

authority or, as the case may be, the Secretary of State 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."

- 7.31 Bushloe House is a Grade II Listed Building, a nationally designated heritage asset. The proposal includes alterations to the fabric of the heritage asset and development within its setting. Heritage assets have a level of significance that merits consideration in planning decisions because of their heritage interest, when affected either by physical change to their fabric or by development within their setting. The NPPF defines significance as: *'The value of a heritage asset to this future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'*
- 7.32 Bushloe House is listed Grade II in light of its national importance as a building of special architectural and historic interest. The setting is the surroundings in which a heritage asset is experienced. The importance of setting lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.
- 7.33 Bushloe House was constructed in two main phases. The first was the two storey element built by Stephen Fry in c1850. The house was then substantially extended and remodelled by H A Owston between 1874 and 1876. Owston commissioned local architect Robert J. Goodacre to design the extension and Christopher Dresser to decorate and furnish the interior. Work was complete in 1880.
- 7.34 The 1880 extension, is identified in the Heritage Assessment as being designed in the American Gothic style with Japanese influences, which make it a rare example. It was clearly designed to reflect the wealth and status of its owner, in a highly innovative and original way. The extension provided a new grand elevation to the west, designed to relate to the main part of its grounds, which were on this side of the house. The internal remodelling features a magnificent open stairwell with glazed lantern above. This importance and impressive architectural feature survives as does painted wall decoration, stained glass and internal joinery.
- 7.35 To accommodate the new western extension, there most likely would have been some demolition of the western elevation of the older building to join the two however due to the lack of historic mapping, the extent of the demolition is not known.
- 7.36 Following the purchase of the property by Wigston Council in the 1940's, the building has suffered from significant harmful changes. The most notable of which is the addition of the poorly designed and conceived large western extension in the 1970's and outbuildings. Much of the former garden area has been hard surfaced to provide car parking. Other changes also occurred during the Council's ownership, including the removal and replacement of the original front door on the east elevation with a window and the addition of an external fire escape. The extension on the west side detracts from the principal elevation of the c.1880 house and intrudes into its setting, which is further degraded by the car parking areas and outbuildings. However, elements of the former landscaped grounds still exist, including a mature tree belt along the south side which positively contributes to the setting of the listed building.
- 7.37 Dresser's influence in the interior of Bushloe House is still visible, but only fragmentary, having largely been erased during the use as Council Offices. Many rooms of the house have undergone harmful changes, including the subdivision of rooms, introduction of suspended ceilings, the creation of new doorways and the removal of many historic fixtures and fittings (such as fireplaces) which have eroded the architectural and historic interest of the building. The building is also suffering from a number of issues which have arisen from its vacancy, including damp ingress and the penetration of vegetation through windows.

- 7.38 Whilst there are a number of surviving historic features such as doors (the most impressive of which are scattered throughout the ground and first floors), skirting boards and windows, these are piecemeal and overall, a vast majority of the internal spaces within the house have little architectural integrity and lack historic character, this is evidenced in the room by room survey submitted in support of the proposal. The original internal layout of the building has been heavily compromised with several of the large principal rooms and many of the secondary spaces to the ground and first floors having been sub-divided unsympathetically. However, the distinction between the principal living areas of the house and the servants quarters/back areas of the house areas is still relatively legible, giving some indication of the former high-status of the house.
- 7.39 The internal areas of the house which retain the highest level of integrity are the central hallway, staircase and landing as well as the ground floor corridor.
- 7.40 The two main phases of development of Bushloe House are clearly legible externally with the smaller earlier phase of the building to the east, of a more humble design and proportion, contrasting with the later phase of the house to the west. The material treatment of the two phases also contrasts with the earlier phase of red brick construction and the later of yellow brick.
- 7.41 Despite the changes made, Bushloe House is still discernible as an important high status former house of high architectural quality with a fine interior, set in substantial grounds which contribute to its overall significance.
- 7.42 The design approach ensures the prominence of the listed building is retained and mitigates the harm by the positive changes brought about by the scheme:
- Demolition of poor quality 'modern' extensions.
 - Restoration of some original room proportions.
 - Reinstatement of areas of the western elevation.
 - A comprehensive programme of repairs/maintenance to both internal and external areas.
 - Reinstatement of the eastern entrance and removal of harmful features such as modern strip lighting and subdivisions to the staircase hall.
 - Re-introducing a residential use.
 - A landscaping scheme that restores the legibility of the historic garden space.

Works to Bushloe House

- 7.43 Internally, existing historic fixtures and fittings will be retained. The proposals recognise the significance of the staircase hall, which the listing description states the principal interest of the building derives from. This will be enhanced by the removal of unsympathetic modern interventions, including the suspended strip lighting, as well as the subdivision between the staircase and the original entranceway to the east. The removal of these modern interventions will reinstate the historic layout of this part of the original building and will be further enhanced by the reinstatement of the original entranceway to the eastern elevation, with the door (currently in the 1970's extension) relocated to its intended location. This restoration reintroduces a route into the listed building from the east, allowing visitors and future residents to experience the impressive hallway and staircase as originally intended and would help secure a sustainable future for the heritage asset that would both preserve and enhance its significance.
- 7.44 In reconfiguring the rooms, existing subdivisions are to be used as far as possible. Where fabric is proposed to be removed, these are largely focused around areas which already have harmful modern subdivisions. A number of principal rooms within the building which

have suffered from unsympathetic modern subdivisions are to be restored to their original proportions. Where new subdivisions are proposed, these are concentrated to rooms with lower levels of historic integrity.

- 7.45 Bedrooms are located on all three floors of the building and therefore the installation of services such as electrical, gas, waste, water services, extraction units, sound installation etc have the potential to harm the highly significant internal spaces around the building and between apartments. Details of all services should be submitted for consideration and approval prior to the commencement of the works in order to avoid harm to the significance of the building and its historic fabric. Similarly, the location of external flues, waste disposal etc would have an impact on the significance of the external elevations and as such details of all external vents should also be submitted to avoid harm to the significance of the external elevations.
- 7.46 The removal of the two storey 1970s extension which has significantly altered the historic layout of the first floor will have a positive impact upon the listed building. The removal of the corridor which subdivided Room 1.11 and reinstatement of the western wall of the room will result in the restored historic circulation space of the first floor landing, around the central staircase.
- 7.47 There will be some loss of historic fabric through the installation of the lift shaft and stair core to the rear of the building however this has been positioned in order to minimise visual and physical impacts occurring from this change. The location for the proposed lift shaft is currently an area of low integrity, brought about by modern subdivisions, alterations and the removal of historic fixtures and fittings. Any historic fabric lost as a result of the installation of the new lift shaft and stair core is of little or historic or architectural interest.
- 7.48 As mentioned, the building has been unoccupied for almost two years and is suffering from a number of ongoing maintenance issues as a result of its vacancy and as such the historic features are at serious risk of harm to their significance from potential damage that may occur as a result of water ingress and vandalism. These will also be addressed as part of the proposed development and include the removal of existing vegetation growth from external walls, the repair of windows, repointing and cleaning of brickwork and stonework. A detailed schedule of works has been submitted as part of the application alongside proposed appropriate methodologies to be agreed with the Council, by way of a planning condition. Other restoration works to rectify harmful modern interventions have also been proposed including replacement of plastic rainwater goods with cast iron and the replacement of modern windows with historical appropriate windows.
- 7.49 The proposed scheme would deliver a number of heritage-related benefits which would secure the sustainable future of the heritage asset that would enhance its significance. The heritage-related benefits may be summarised as follows:
- The listed building has been unoccupied for around 2 years and is at risk from ingress of water and acts of vandalism. The scheme would reintroduce a residential use to Bushloe House, bringing a historic asset back into use and would provide a sustainable future for the site and would ensure the long term use and maintenance of the Grade II Listed Building.
 - The conservation of historic fabric to both external and internal areas would be carried out in accordance with good practice and would better reveal the significance of the key historic interiors.
 - The removal of the unsympathetic 1970s extensions to the listed building would enhance the immediate setting as well as the frontage elevation of the heritage asset.
 - The removal of unsympathetic modern interventions around the stair core will reinstate the historic layout of this key part of the original building and will be

further enhanced by the reinstatement of the original entranceway to the eastern elevation, with the door (currently in the 1970's extension) relocated to its intended location.

- The position of the main entrance to the care facilities and communal areas within the existing building would integrate the listed building to the new development ensuring it remains a vital element of the scheme. The integration of the wider development with the listed building will help secure a sustainable future for the heritage asset.
- The reduction in the level of surface car parking would further enhance the setting of the listed building.
- The reinstatement of historic landscaping and the increase in formal planted gardens and bespoke landscaping will further enhance the grounds and setting of the listed building.
- The integration of the wider development with the listed building will help secure a sustainable future for the heritage asset.

7.50 Having regard to the above it is considered that the benefits that arise from the proposal to the upkeep and future maintenance of the listed building is a consideration to which substantial weight in favour of the proposal should be given.

7.51 Other non-heritage benefits associated with the scheme (which are not considered within this section) are also relevant to the determination of the applications and are considered in later sections of this report.

Proposed Extensions

7.52 Externally, the negative, poorly designed 1970s extension to the west of Bushloe House is proposed to be demolished and replaced with a modern extension of an architectural design. The proposed extension is of a larger footprint and massing than the current extension however, the scale, design and massing has been considered in order to minimise impacts on Bushloe House and to respond to the initial comments made by Historic England where the quantum and nature of development was considered an inappropriate addition to the listed building.

7.53 The revised scheme has stepped the majority of the proposed extension back from the front elevation of Bushloe House with two projecting elements extending in line with the front elevation. As such, the existing building line is respected and no new element projects forward of the original building. The link proposed between Bushloe House and the new extension is a light weight single storey glass link which provides a clear distinction between the original and proposed built elements. Linking the historic building to the new development to encourage greater use is desirable and should help secure a sustainable future for the heritage asset. It is also an improvement on the current two storey link, which incongruously dominates the western elevation. The connection utilises the existing western doorway of the building which will be widened to accommodate the required circulation space, resulting in the removal of the stone mullion window on the western elevation which is currently partially obscured by the 1970s extension. The historic fabric will be re-used (secured by a condition) in order to restore the western elevation of Room G.12 which was demolished during the construction of the 1970s extension. The western elevation of Room 1.11 will also be restored following the removal of the 1970s extension.

7.54 The projecting semi-circular element and two storey development maintains the importance of the listed building and creates a transitional element between the original building and the three storey development to the west, providing a stepped effect across the development as it moves east to west.

- 7.55 The area of greatest massing and height is the three storey element to the western side, focused away from the original building, with Bushloe House remaining the most prominent feature within the site.

Summary

- 7.56 The proposed scheme involves a substantial increase in the amount of development across the site. The scale of development has previously generated objections from both Historic England and the Conservation Officer and whilst recent comments on the revised scheme from both parties welcome the reduction in height and mass of the main accommodation block and agree that this has reduced the impact of the development on the prominence of Bushloe House, they maintain concern to the large quantum of development, concluding that the development would result in harm to the significance of the heritage asset and therefore the development may only be justified if the harm is outweighed by public benefits generated by the scheme as a whole, in accordance with the guidance contained within paragraph 215 of the NPPF.

Impact of the development on the character of the surrounding area

- 7.57 Policies 8 and 12 of the NPPF require development to be well-designed and promote safe, healthy and inclusive environments. Local Plan Policy 6, in conjunction with the Residential Development Supplementary Planning Document 2019, reflects the NPPF in requiring new development to be high quality and of inclusive design reflecting local character and distinctiveness in having a relationship with its surroundings in terms of massing, height, balance, use of materials, roof shape and architectural detailing to form the basis for balanced, safe, healthy and integrated communities.
- 7.58 Local Plan Policy 44 indicates that all development proposals will be determined against the need to conserve and enhance the distinctive landscapes in the Borough. Development proposals will only be permitted where it is in keeping with the area in which it is situated.
- 7.59 Within the wider surrounding area there are existing large scale developments, namely the neighbouring Two Steeples Medical Centre, Wigston Academy and Wigston College and further west, South Leicestershire College sited within the South Wigston Conservation Area.
- 7.60 Given the nature of the site with a high level of mature landscaping and set back of the building from Station Road it is acknowledged that there will only be glimpses of the site from Station Road and from the east and west.
- 7.61 The character and design of the new build has focused on the relationship with Bushloe House to retain a level of subservience, however it is acknowledged that these additions are still significant in built form. The stepping of the development from single storey up to three storey as it moves away from the heritage asset and the footprint not projecting forward of Bushloe House helps prevent any undue visual impacts, which will be further softened by the existing well screened frontage.
- 7.62 The architectural appearance of the building draws cues from the main Bushloe House such as intersecting gables, verticality and use of regular bays of windows and openings, mullioned windows, eaves detailing and pitched roofs of alternating heights and pitches, whilst also providing a more modern concept of architectural design.
- 7.63 It is acknowledged that the scheme introduces a large form to the west of Bushloe House, however the design is such that the dominance of the listed building is retained to a large extent, especially when viewed from Station Road. From some viewpoints, the proposed

extension by reason of its size and massing, will reduce this to a degree however this will generally be limited to views east across the site from western areas.

- 7.64 Overall the scheme has been amended during the lifetime of the application to reduce the scale of the new build and improve the relationship with the Listed Building. The redesigned scheme has reduced the impact of the proposal on Bushloe House by spreading the new building into a number of separate elements and spreading these out with the largest structures being placed some distance from Bushloe House, reducing the overall visual impact of the new building, particularly in relation to how Bushloe House is viewed as a separate element.
- 7.65 It is considered that the design approach of the development as a whole would not have an unacceptable impact upon the character and appearance of the area. The proposal would create a coherent development that would integrate successfully with the locality, therefore the proposal would be in accordance with Policies 6 and 44 and neutral weight should be attached to this matter in the planning balance.

Proposed Landscaping

- 7.66 Historic England raised concerns on the original scheme indicating that the proposal would seriously erode the setting of the listed building. The proposed extension is to be built on the current car park and in the location of the outbuildings (to be demolished) to the west of the site. The car park currently makes no contribution to the significance or setting of the heritage asset. As such, there will be no loss of space that could be considered as historic landscaping. A detailed landscaping scheme has been submitted with the application which introduces a higher proportion of landscaped garden space in comparison to the existing. The scheme seeks to retain much of the mature character of the site and street scene to Station Road. Existing boundary trees and hedges are to be retained with proposed new planting including small trees, formal hedges, lawns and herbaceous borders with paved spaces providing communal seating areas.
- 7.67 Most of the proposed car parking space is to be to the eastern and northern boundaries on existing car parking space. The large amount of hardstanding which currently dominates the setting of Bushloe House will be significantly reduced with areas of lawn and planting being introduced to the south of the house, improving the views northwards to Bushloe House from the entrance on Station Road.
- 7.68 The Tree Officer has been consulted and raises no objection to the scheme subject to appropriate landscaping conditions.

Impact on the amenity of neighbouring properties.

- 7.69 Policy 6 of the Local Plan requires new development to protect local amenity, both of existing neighbours as well as the future occupiers of the proposed development.
- 7.70 Paragraph 3.36 of the Residential Development Supplementary Planning Document indicates that separation distances do not normally allow distances of less than 22 metres between facing windows and between facing windows and flank or secondary elevations, development should not rise above a line drawn at 25 degrees from the ground floor of the neighbouring dwellings fronting onto the new extension.
- 7.71 The properties most affected by the development are located to the rear (north) and to the west side. The new building will be sited (at its closest) between 10m and 14m from the site boundary to the rear and between 22m and 28m (approx.) from the rear of the properties, it is partially flat roofed and accommodates some bedrooms and the staircase.

The nearest proposed facing windows are between 22m (in the three storey element) and 32m from the rear of the properties (in the two storey element).

- 7.72 The existing Listed Building is located approx. 17m from the rear of properties to the north and thus there is the potential for some overlooking particularly from the third floor room (bedroom suite 8). This room does have a second window to the side and therefore it is proposed to condition the rear window to be obscure glazed and non-opening up to 1.7m above internal floor level.
- 7.73 The properties to the west side are around 25m away. The development closest to this boundary is partially flat roofed with a projecting gable accommodating the staircase. Facing windows are between 23m and 30m away from the boundary, some of which front an area of open space on Abington Close. The western boundary also benefits from a level of mature tree screening.
- 7.74 Properties to the east are in excess of 40m away and also benefit from a level of tree screening.
- 7.75 The relationship of the proposal in relation to neighbouring properties is such that the proposal complies with the 25 degree code from the properties to the north and west.
- 7.76 There are some concerns regarding the siting of the bin store in close proximity to the rear boundary and the potential for smells as well as noise and disturbance from both its siting and the collection of waste. It is therefore proposed to include a condition for a revised siting of the bin store.
- 7.77 In view of the above, overall it is not considered that the proposal will significantly impact on the amenity of the neighbouring properties subject to the conditions highlighted.

Impact of the Proposal on the Local Highway

- 7.78 The Highway Authority have been consulted on the amended scheme and make the following comments:

Site Access

- 7.79 The Applicant is now proposing a smaller scale of development. However, matters relating to the access remain the same and the Leicestershire Highway Authority (LHA) are satisfied that this existing access is suitable to cater for the largest vehicles expected to visit the site.

Trip Generation/Junction Capacity Assessments

- 7.80 The LHA previously stated that after reviewing the TRICS® survey data it was found to be acceptable.
- 7.81 Furthermore, the Transport Statement also contains a junction capacity assessment of the site access. This demonstrates that the access would operate well within capacity during the morning and evening peak hours.
- 7.82 The LHA are therefore satisfied that the proposed development would not have a significant impact on the local highway network in terms of capacity and congestion.

Internal Layout

- 7.83 The proposal demonstrates a 77-room care home via extensions to the original building with a further nine rooms within the listed building for a total of 86 rooms. The Applicant

has demonstrated on 'Proposed Site Plan', drawing number 3918 AD(0) 10 Rev M 34 off-street parking spaces including two accessibility spaces.

- 7.84 The revised scheme has a lower parking ratio than the original scheme. However, that said, the LHA have taken into consideration the sites previous use as council offices with many staff based at the site. Also, the fact that members of the public would come and go from the site throughout the working day.
- 7.85 The LHA also note there are Traffic Regulation Orders (TRO's) around the site location in the form of double yellow lines to deter inconsiderate parking.

Transport Sustainability

- 7.86 The site is situated within a highly sustainable location, with a bus stop located to the front of the site, with buses running throughout the day. It is also noted that there is a pay and display car park within walking distance of the site. The Applicant has provided a Travel Plan in order to promote sustainable travel to and from the site.
- 7.87 The Travel Plan outlines the existing public transport provision, within 100m of the centre of the site, with bus stops on both sides of the road, which are currently served by the Arriva 47 & 48 commercial services. This shows that there are good public transport links in the vicinity, which are within a reasonable walking distance.
- 7.88 The eastbound stop consists of a flag, pole, timetable, shelter, layby and 'Bus Stop' cage markings. The westbound stop only consists of a pole and flag, so it would be beneficial if the Applicant could provide a timetable case here, to make the stop more attractive and encourage bus users, by providing service information.
- 7.89 The Applicant refers to the 'Provision of travel vouchers to each employee, providing the equivalent discount of a 6-month pass on a local public transport service', the LHA would propose that all staff should have the option to apply for a free six-month bus pass, rather than discounted, which provides a greater incentive to use public transport.
- 7.90 Although the Applicant has considered the current network, initiatives and monitoring, the Travel Plan lacks a detailed understanding and commitment to delivering sustainable travel infrastructure that should be outlined in the implementation timetable.
- 7.91 The Applicant should resubmit the Travel Plan.
- 7.92 The following contributions are requested:

Six month bus passes, one per employee to encourage new employees to use bus services and to promote usage of sustainable travel modes other than the car at a cost of £426.00 per pass.

Travel Packs to inform staff members from when the development is first brought into use as to what sustainable travel choices are in the surrounding area. If not supplied by Leicestershire County Council a sample Travel Pack shall be submitted and approved by Leicestershire County Council which would require a £500.00 proof-reading fee, or Leicestershire County Council can provide the packs at a charge of £52.85 each.

One x new Timetable Case at the nearest westbound bus stop to the development at a total cost of £180.

Furthermore, a monitoring fee of £6,000 is required for the monitoring of the Travel Plan.

- 7.93 Whilst the parameters of the Travel Plan have yet to be agreed, the LHA do not consider this a reason for not advising approval in matters relating to the highway.
- 7.94 In summary, the Local Highway Authority's advice is that the impacts of the development on highway safety would not be unacceptable, and when considered cumulatively with other developments, the impacts on the road network would not be severe. Based on the information provided, the development therefore does not conflict with paragraph 116 of the National Planning Policy Framework (2024), subject to the conditions and/or planning obligations outlined in this report.

8. Ecology

- 8.1 A Preliminary Ecological Appraisal has been submitted with the application. This concludes the following:
- No evidence of roosting bats was identified in any of the building on site.
 - The site is unlikely to be ecologically important for hedgehogs.
 - No evidence of badger was identified at the site, and it is unlikely on the basis of adjacent habitat that badger will migrate into the site.
 - The urban habitat is not considered to be ecologically important.
 - The modified grassland is not considered to be ecologically important due to the small extent of the habitat at the site, the limited botanical diversity and the nutrient enrichment of the soils.
 - The majority of the modified grassland is likely to be retained as a result of the proposed development.
 - The scrub will be removed to facilitate the proposed development; however, this is not considered to be ecologically significant.
 - It is unlikely that the proposed development will result in significant adverse ecological effects to wild birds, however the potential for a breach in legislation will require mitigation.
- 8.2 The County Ecologist has been consulted and does not object to the proposal subject to a 30-year Landscape Ecological Management Plan (LEMP), a Construction Environmental Management Plan (CEMP) and a Reasonable Avoidance Measures Method Statement (RAMMS) being submitted for approval.

Biodiversity

- 8.3 Policy 37 of the Local Plan (Biodiversity and Geodiversity) states that the Council will look to support development proposals that proactively seek a net gain in biodiversity. A Biodiversity Net Gain Assessment has been submitted with the application which indicates that the proposed development will achieve a 28.65% net gain in habitat units and a 54.25% net gain in hedgerow units. The proposal therefore complies with Policy 37.

Other Material Considerations

- 8.4 The proposal will provide for the creation of numerous jobs in an accessible location which would have a positive economic effect on the area. In addition, it would have a knock-on effect on other industries which might supply the care home. The economic benefits of the scheme should be given moderate weight.

Conclusion

- 8.5 The NPPF seeks to ensure that proposals are prepared with a full understanding of the significance of the heritage asset concerned and avoid, minimise, or mitigate impacts upon heritage assets. Using appropriate opportunities to better reveal or to enhance the

significance of heritage assets is also encourage. Any harmful impacts must then be justified in terms of sustainable development objectives of conserving significance and the need for change.

- 8.6 The proposal represents the redevelopment of the site to a C2 use comprising the conversion of the Listed Grade II Bushloe House. The principle of a C2 residential development is considered acceptable at this sustainable location.
- 8.7 The previous harm identified by Historic England and the Conservation Officer has been mitigated to some extent by reducing the size, scale and massing of the development. The impact of the detailed works required to allow the conversion of the building and the sensitive additions to the main house are considered to cause only a low overall degree of less than substantial harm that would be offset and justified by the benefits that the overall scheme would bring for the viability and vitality of the wider proposals. When engaging paragraph 215 of the NPPF the level of harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 8.8 In terms of benefits the development would provide 86 care spaces, public benefits in terms of the restoration of the Grade II Listed Building together with the development securing a suitable future for the building; bringing the building back into use with the most importance features being restored/retained and better revealing the significance of the designated asset to a greater number of people such as residents, staff, visitors and others.
- 8.9 Furthermore, there is the economic benefit of additional jobs being created to allow for the operation of the care home and the knock on effects for the other industries including construction etc.
- 8.10 The design and layout is acceptable in terms of scale, design and appearance and given the identified public benefits, the impact on the designated heritage asset.
- 8.11 The development is considered acceptable in terms of residential amenity, highway safety, landscaping, ecology and drainage.
- 8.12 The proposal is therefore recommended for approval subject to appropriate conditions, a S106 Agreement to secure the developer contribution of £34,400 to increase access to NHS primary care services and those requested by the Leicestershire Highway Authority to encourage sustainable travel.

9. Recommendation and Proposed Conditions

- 9.1 It is recommended that the application be approved subject to the following conditions:

1. The works to which this consent relates shall be begun before the expiration of three years from the date of this consent.

Reason: To conform with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Unless otherwise first agreed in writing by the Local Planning Authority all materials resulting from the demolition works shall be removed from the site within two months of the demolition and the site shall be left in a clean and tidy condition.

Reason: To safeguard the character and appearance of the listed building and in accordance with the aims and objectives of the National Planning Policy Framework and Local Plan Policies 6, 40 and 44 of the Oadby and Wigston Local Plan.

3. Prior to the commencement of development above ground level, details and representative samples of all materials to be used externally shall be submitted to and approved in writing by the Local Planning Authority and the development shall only be carried out using the agreed materials.

Reason: To safeguard the character and appearance of the Grade II Listed Building and in accordance with the aims and objectives of the National Planning Policy Framework, Policies 6, 40, 41 and 44 of the Oadby and Wigston Local Plan

4. Prior to commencement of development full and precise details including specifications of all new and replacement windows and doors (to a minimum scale of 1:20 and cross sections to a minimum scale of (1:5)) glazing, lead work and new brickwork to Bushloe House shall be submitted to and approved in writing by the Local Planning Authority and the development shall only be carried out in accordance with the approved details..

Reason: To preserve the special interest and historic fabric of the listed buildings and in compliance with section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the aims and objectives of the National Planning Policy Framework and Policy 40 of the Oadby and Wigston Local Plan.

5. Prior to commencement of development details of the proposed works and methodologies for widening of the western doorway, the removal of the stone mullion window and its subsequent restoration and refitting, together with the detail for restoring the western elevation shall be submitted and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.

Reason: To safeguard the character and appearance of the listed building and in accordance with the aims and objectives of the National Planning Policy Framework and Local Plan Policies 6, 40 and 44 of the Oadby and Wigston Local Plan.

6. Prior to the commencement of development above ground level, details of the mortar mix and colour for any brickwork repairs or repointing to Bushloe House, shall be submitted to and approved in writing by the Local Planning Authority and the work shall only be carried out using those materials that have been agreed in writing by the Local Planning Authority.

Reason: To safeguard the character and appearance of the Grade II Listed Building and in accordance with the aims and objectives of the National Planning Policy Framework and Policies 6, 40 and 44 of the Oadby and Wigston Local Plan.

7. Notwithstanding the submitted information a detailed schedule of works which shall also include specifications for repairs, making good of existing internal fabric, measures for the protection of existing features during construction and details for the restoration of fire places in the rooms as identified on the Scope of Works Drg (3918(0)18 shall be submitted and approved in writing by the Local Planning Authority.

Reason: To preserve the special interest and historic fabric of the listed buildings and in compliance with section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the aims and objectives of the National Planning Policy Framework and Policy 40 of the Oadby and Wigston Local Plan.

8. Prior to commencement of development details providing a schedule of works and specification for the installation of the new lift and staircase to the rear shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure satisfactory delivery of the works to the listed building which provide public benefit to the scheme in accordance with the National Planning Policy Framework and Policy 40 of the Oadby and Wigston Local Plan.

9. Unless otherwise first agreed in writing to the Local Planning Authority, any replacement guttering or downpipes shall be cast metal with a black finish.

Reason: To safeguard the character and appearance of the Grade II Listed Building and in accordance with the and the aims and objectives of the National Planning Policy Framework and Policy 40 of the Oadby and Wigston Local Plan.

10. Prior to commencement of development details of the works required both internal and external for the installation of all services (ie: electricity, gas, waste, water) and methodologies proposed shall be submitted to approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.

Reason: To preserve the special interest and historic fabric of the listed buildings and in compliance with section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the aims and objectives of the National Planning Policy Framework and Policy 40 of the Oadby and Wigston Local Plan.

11. Prior to the commencement of development details and siting of any proposed external flues, vents, air conditioning units, plant or machinery to be attached to the building together with the methodologies proposed for installation and maintenance shall be submitted to approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.

Reason: To preserve the special interest and historic fabric of the listed buildings and in compliance with section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the aims and objectives of the National Planning Policy Framework and Policy 40 of the Oadby and Wigston Local Plan.

12. Unless otherwise first approved in writing (by means of a Non-material Amendment/Minor Material Amendment or a new Planning Permission) by the Local Planning Authority the development hereby permitted shall be carried out in accordance with the approved plans and particulars listed in the schedule below:

3918 AD(O) 00 A Schedule of Accommodation received 13 May 2025

3918 AD(O) 01 Location Plan received 15 December 2023

3918 AD(0) 02 Rev F Proposed Site Clearance & Demolition Plan received 5 June 2025

3918 AD(0) 10 Rev O Proposed Site Plan received 5 June 2025

3918 AD(0) 11 Rev J Bushloe House Proposed Basement and Ground Floor Plan received 5 June 2025

3918 AD(0) 12 Rev J Bushloe House Proposed First Floor Plan received 5 June 2025

3918 AD(0) 13 Rev I Bushloe House Proposed Second Floor Plan received 5 June 2025

3918 AD(0) 14 Rev I Bushloe House Proposed Roof Plan received 5 June 2025

3918 AD(0) 15 Rev E Bushloe House Proposed South and East Elevations received 5 June 2025

3918 AD(0) 16 Rev H Bushloe House Proposed North and West Elevations received 5 June 2025

3918 AD(0) 17 Rev H Bushloe House Proposed Street Elevation (South) received 5 June 2025

3918AD(O) 18 Scope of Works received 13 May 2025

3918 AD(O) 19 Rev A Bushloe House General Fire Strategy received 13 May 2025

Built Heritage Impact Assessment: 2524749.1 dated May 2025

Carterwood Needs Assessment Feb 2025 received 03 March 2025

Design and Access Statement Rev F dated June 2025

Landscape Layout 2412 MAC-WIG-1 Ver D received 13 May 2025

Planning Addendum dated February 2025

Reason: For the avoidance of doubt as to what is permitted by this permission and in the interests of proper planning.