



# PLANNING AGENDA

**Tuesday, 6 September 2016**

The Jeffrey Room, St. Giles Square, Northampton,  
NN1 1DE.

6:00 pm

**Members of the Committee**

**Councillor:** Brian Oldham (Chair), Matthew Golby (Deputy Chair)

**Councillors:** Jane Birch, Julie Davenport, Anamul Haque (Enam), James Hill, Jamie Lane, Suresh Patel, Arthur McCutcheon, Dennis Meredith, Samuel Shaw and Andrew Kilbride

**Chief Executive** David Kennedy

If you have any enquiries about this agenda please contact  
[democraticservices@northampton.gov.uk](mailto:democraticservices@northampton.gov.uk) or 01604 837587

# PLANNING COMMITTEE

## AGENDA

Meetings of the Planning Committee will take place at 6.00pm on 9 June, 30 June, 28 July, 2 September, 29 September, 27 October, 24 November and 17<sup>th</sup> December 2015 and 19 January, 16 February, 15 March, 12 April, 10 May, 14 June 2016.

The Council permits public speaking at the Planning Committee as outlined below:

### Who Can Speak At Planning Committee Meetings?

- Up to 2 people who wish to object and up to 2 people who wish to support an individual planning applications or any other matter on the public agenda.
- Any Ward Councillors who are not members of the Planning Committee. If both Ward Councillors sit on the Planning Committee, they may nominate a substitute Councillor to speak on their behalf.
- A representative of a Parish Council.

### How Do I Arrange To Speak?

- Anyone wishing to speak (not including Ward Councillors who must let the Chair know before the start of the meeting) must have registered with the Council's Democratic Services section not later than midday on the day of the Committee.  
NB: the Council operate a 'first come, first serve' policy and people not registered to speak will not be heard. If someone who has registered to speak does not attend the meeting their place may be relocated at the discretion of the Chair.

Methods of Registration:

- By telephone: 01604 837722
- In writing to: Northampton Borough Council, The Guildhall, St. Giles Square, Northampton , NN1 1DE, Democratic Services (Planning Committee)
- By email to: [democraticservices@northampton.gov.uk](mailto:democraticservices@northampton.gov.uk)

### When Do I Speak At The Meeting

- A Planning Officer may update the written committee report then those registered to speak will be invited to speak.
- Please note that the planning officer can summarise issues after all the speakers have been heard and before the matter is debated by the Planning Committee Members and a vote taken.

### How Long Can I Speak For?

- All speakers are allowed to speak for a maximum of three minutes.

### Other Important Notes

- Speakers are only allowed to make statements – they may not ask questions or enter into dialogue with Councillors, Officers or other speakers.
- Consideration of an application will not be delayed simply because someone who is registered to speak is not in attendance at the time the application is considered
- Confine your points to Planning issues: Don't refer to non-planning issues such as private property rights, moral issues, loss of views or effects on property values, which are not a material consideration on which the decision will be based.
- You are not allowed to circulate new information, plans, photographs etc that has not first been seen and agreed by the Planning Officers
- Extensive late representations, substantial changes, alterations to proposals etc. will not be automatically accepted, due to time constraints on Councillors and Officers to fully consider such changes during the Planning Committee Meeting.

**NORTHAMPTON BOROUGH COUNCIL**

**PLANNING COMMITTEE**

Your attendance is requested at a meeting to be held:  
in The Jeffrey Room, St. Giles Square, Northampton, NN1 1DE.  
on Tuesday, 6 September 2016  
at 6:00 pm.

**D Kennedy**  
**Chief Executive**

**AGENDA**

- 1. APOLOGIES**
- 2. MINUTES**
- 3. DEPUTATIONS / PUBLIC ADDRESSES**
- 4. DECLARATIONS OF INTEREST/PREDETERMINATION**
- 5. MATTERS OF URGENCY WHICH BY REASON OF SPECIAL CIRCUMSTANCES THE CHAIR IS OF THE OPINION SHOULD BE CONSIDERED**
- 6. LIST OF CURRENT APPEALS AND INQUIRIES**  
Report of Head of Planning (copy herewith)
- 7. OTHER REPORTS**  
None
- 8. NORTHAMPTONSHIRE COUNTY COUNCIL APPLICATIONS**  
None
- 9. NORTHAMPTON BOROUGH COUNCIL APPLICATIONS**  
None
- 10. ITEMS FOR DETERMINATION**
  - (A) N/2015/1454 - DEMOLITION OF THE EXISTING WARD BLOCKS. RESTORATION OF THE CLOCK TOWER AND CONVERSION TO RESIDENTIAL USE COMPRISING 13NO APARTMENTS, RESTORATION OF THE ADMINISTRATION BUILDING AND CONVERSION TO RESIDENTIAL USE TO PROVIDE 4NO APARTMENTS, THE ERECTION OF 120NO APARTMENTS AND 98 HOUSES (235NO DWELLINGS TOTAL) WITH ASSOCIATED ROADS AND UNDERGROUND CAR PARKS. FORMER ST CRISPIN HOSPITAL, BERRYWOOD ROAD**

- (B) N/2016/0412 - DEMOLITION OF FARMHOUSE, ASSOCIATED BUILDINGS AND THE RESIDENTIAL PROPERTY OF 'LITTLE NORWAY'. CONSTRUCTION OF TWO WAREHOUSE AND DISTRIBUTION UNITS (USE CLASS B8) WITH ANCILLARY OFFICE ACCOMMODATION, TOGETHER WITH EARTHWORKS, ACCESS, SERVICE YARDS, PARKING ARRANGEMENTS, LANDSCAPING AND OTHER ASSOCIATED INFRASTRUCTURE INCLUDING CREATION OF FOOTPATH. DEVELOPMENT LAND SOUTH OF BEDFORD ROAD, OFF LILIPUT ROAD**
- (C) N/2016/0581 & N/2016/0582 - LISTED BUILDING CONSENT AND PLANNING PERMISSION FOR ALTERATIONS AND EXTENSIONS TO STUDIO. 20 HIGH STREET, GREAT BILLING**
- (D) N/2016/0790 - ERECT 100 PUPIL ALL-THROUGH (3-18 YEARS) SPECIAL SCHOOL INCLUDING ASSOCIATED PARKING, PLAY SPACES AND LANDSCAPING. LAND AT FORMER BECTIVE MIDDLE SCHOOL , WHISTON ROAD**
- (E) N/2016/0847 - ERECTION OF CARRIAGE STORAGE AND 2NO. GROUND LEVEL TUNNELS. NORTHAMPTON SOCIETY OF MODEL ENGINES DELAPRE PARK , LONDON ROAD**
- (F) N/2016/0904 - CHANGE IN USE FROM DWELLING (USE CLASS C3) TO HOUSE IN MULTIPLE OCCUPATION (USE CLASS C4) FOR 6 RESIDENTS 22 MARRIOTT STREET**
- (G) N/2016/1057 - INSTALLATION OF 4NO NON-ILLUMINATED SIGNS. DELAPRE ABBEY, LONDON ROAD**

**11. ENFORCEMENT MATTERS**

None

**12. ITEMS FOR CONSULTATION**

None.

**13. EXCLUSION OF PUBLIC AND PRESS**

THE CHAIR TO MOVE:

“THAT THE PUBLIC AND PRESS BE EXCLUDED FROM THE REMAINDER OF THE MEETING ON THE GROUNDS THAT THERE IS LIKELY TO BE DISCLOSURE TO THEM OF SUCH CATEGORIES OF EXEMPT INFORMATION AS DEFINED BY SECTION 100(1) OF THE LOCAL GOVERNMENT ACT 1972 AS LISTED AGAINST SUCH ITEMS OF BUSINESS BY REFERENCE TO THE APPROPRIATE PARAGRAPH OF SCHEDULE 12A TO SUCH ACT.”

**SUPPLEMENTARY AGENDA**

**Exempted Under Schedule  
12A of L.Govt Act 1972  
Para No:-**

**PHOTOGRAPHY AND AUDIO/VISUAL RECORDINGS OF MEETINGS** Anyone may record meetings of the Council, the Cabinet, any Committee or Sub-Committee of the Council through any audio, visual or written method to include taking photographs of meetings, filming meetings or making audio recordings of meetings. The Chair of the meeting shall have the discretion to revoke the permission in the event that the exercise of the permission is disturbing the conduct of the meeting in any way or when it is otherwise necessary due to the nature of the business being transacted at the meeting. Permission may only be exercised where the public have the right to attend the meeting; and if a meeting passes a motion to exclude the press and public, then in conjunction with this, all rights to record the meetings are removed.

## NORTHAMPTON BOROUGH COUNCIL

### PLANNING COMMITTEE

Tuesday, 26 July 2016

**PRESENT:** Councillor Oldham (Chair); Councillor Golby (Deputy Chair);  
Councillors Birch, Davenport, Haque, Hill, Kilbride, Lane,  
McCutcheon, Meredith and Shaw

Steven Boyes (Director of Regeneration, Enterprise and Planning),  
Rita Bovey (Development Manager), Nicky Toon (Development  
Management Team Leader), Ben Clarke (Principal Planning Officer)  
Andrew Holden (Principal Planning Officer), Theresa Boyd (Planning  
Solicitor), Michael Flynn (Democratic Services Officer).

#### 1. APOLOGIES

Apologies were received from Councillor Patel

#### 2. MINUTES

The minutes of the meeting held on the 14<sup>th</sup> June 2016 and the 5<sup>th</sup> July 2016 were agreed and signed by the Chair.

#### 3. DEPUTATIONS / PUBLIC ADDRESSES

##### **N/2015/0673 and 0674**

Mr Dobrafzczyk  
Cllr Danielle Stone

##### **N/2016/0378**

Councillor Smith  
James Fitzpatrick  
Daniel Morriss  
Cllr Jamie Lane

##### **N/2016/0412**

Cllr Tony Skirrow  
Natasha Declerck  
Robert Lamb  
Councillor Flavell  
Ricardo Rodriguez

##### **N/2016/0605**

Cllr Danielle Stone

##### **N/2016/0660**

Nick Bowden

**N/2016/0690**

Councillor Smith  
Lukman Ali  
Mohammed Ali

**N/2016/0703**

Cllr Danielle Stone

**N/2016/0769**

Mrs Janet Yates  
Helen Town  
Cllr Danielle Stone

**N/2016/0771**

Helen Town  
Cllr Danielle Stone

**N/2016/0772**

Dr Marie Dickie  
Helen Town  
Cllr Danielle Stone

**N/2016/0773**

Helen Town  
Cllr Danielle Stone

**4. DECLARATIONS OF INTEREST/PREDETERMINATION**

The Chair declared a personal interest and a disclosable pecuniary interest in items 10h-10m as a Director of Northampton Partnership Homes.

Councillor Kilbride declared a personal interest and a disclosable pecuniary interest in items 10h-10m as a Director of Northampton Partnership Homes.

Councillor Haque declared a personal interest in items 10h, 10j, 10k, 10l, 10m, as a Ward Councillor for Castle Ward.

Councillor Golby declared a personal interest in item 9a as a member of Duston Parish Council.

Councillor Hill declared a personal interest in item 10f as the Ward Councillor for Rectory Farm.

Councillor Lane declared a personal interest in item 10c.

## **5. MATTERS OF URGENCY WHICH BY REASON OF SPECIAL CIRCUMSTANCES THE CHAIR IS OF THE OPINION SHOULD BE CONSIDERED**

The Development Manager submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that this is a non-material amendment application to revise the layout of the new proposed car park within Delapre Park. Previously planning application was granted for the creation of an overspill car park providing a total of 131 general car parking spaces including 11 disabled spaces and 2 coach spaces. The current revised layout provides a total of 129 spaces including 6 disabled spaces and 2 coach spaces.

As the Council has only 28 days to determine the application and the site is owned by the Council, also there will not be a meeting scheduled until 6<sup>th</sup> of September, the matter is raised as a matter of urgency and has been agreed by the Chair as an urgent item.

The Committee discussed the report

### **RESOLVED**

The Committee **APPROVED** the application subject to the condition as set out in the report and for the following reason:

The proposed amendment to the car park layout is considered to be non-material and would have a neutral impact on the character, appearance or historical significance of the listed building, the registered Battlefield and Delapre Conservation Area, neighbour amenity, road safety or drainage as compared with the previous approval.

## **6. LIST OF CURRENT APPEALS AND INQUIRIES**

The Development Manager submitted a List of Current Appeals and Inquiries on behalf on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. The Committee were referred to application **N/2015/1078**. It was advised that this application came to Committee in January and at the time it was recommended for approval. The Committee refused the application. The Applicant appealed the decision and The Planning Inspectorate allowed the appeal. The Applicant has since then claimed costs against the Council and has been awarded them.

The Development Manager referred the Committee to application **N/2016/0039**. The Council refused planning under delegated powers on this item and The Planning Inspectorate agreed with the decision and the appeal was dismissed

### **RESOLVED**

That the report be noted

## 7. OTHER REPORTS

None

## 8. NORTHAMPTONSHIRE COUNTY COUNCIL APPLICATIONS

None

## 9. NORTHAMPTON BOROUGH COUNCIL APPLICATIONS

### (A) N/2016/0664 - INSTALLATION OF A 3.5M HIGH STEEL SCULPTURE INCORPORATING SEATING AREA, LAND OFF MAIN ROAD, DUSTON

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that the application relates to a 3000mm diameter tapered bearing ring and tree which is to be constructed in mild steel with a black epoxy coating, with satin finished stainless steel tree with coloured anodised steel leaves mounted on a plinth. The overall height is 3.5m from ground level.

Inserted into the sculpture will be 28 no. 200mm diameter photographic circular panels which have been sourced from Timken and local history groups depicting groups of people working at Timken, special occasions and Duston communities at the annual British Timken show.

Surrounding the sculpture will be a 3600mm diameter, 500mm high and 300mm wide grey granite seating ring with a flat top with inlaid different colour granite to simulate the appearance of bearings.

Around the base of the sculpture new planting will be provided that will add colour to the sculpture, this is stated as being predominantly orange, being the colour of British Timken.

## RESOLVED

The Committee **APPROVED** the application subject to the conditions as set out in the report and for the following reason:

The proposed development would have no detrimental impact on the amenities of neighbouring occupiers, would enhance the character and appearance of the area, and would represent an appropriate use for the site in both the visual and historical context of the area. The proposed development would therefore comply with Policy S10 of the West Northamptonshire Joint Core Strategy, Policy H2 of the Northampton Local Plan, Policy H2 of the Duston Neighbourhood Plan and the National Planning Policy Framework.

## 10. ITEMS FOR DETERMINATION

**(A) N/2015/0673 & N/2015/0674 - CONVERSION AND ALTERATIONS OF FACTORY PREMISES TO FORM 105 APARTMENTS WITH ASSOCIATED PARKING BOTH ON-SITE AND ON-STREET; REPLACEMENT OF WINDOWS AND NEW ROOF LIGHTS; PROPOSED INFILL EXTENSION ON DUNSTER STREET FACADE INCLUDING NEW ROOF TERRACES; AND LISTED BUILDING CONSENT APPLICATION FOR CONVERSION AND ALTERATIONS TO FORM 105 APARTMENTS INCLUDING REPLACEMENT OF WINDOWS AND NEW ROOF LIGHTS; REMOVAL OF 4 CAST-IRON COLUMNS, INTERNAL WALLS, NORTH LIGHTS, INTERNAL AND EXTERNAL STAIRCASE; MODIFICATION OF DOORS; PROPOSED INFILL EXTENSION ON DUNSTER STREET FACADE INCLUDING NEW ROOF TERRACES; PROVISION OF NEW GLASS SCREENS, NEW STAIRCASES, STEEL GUARD RAILS, FIRE EXITS AND LIFT. HAWKINS BUILDING, OVERSTONE ROAD**

The Development Management Team Leader submitted a report on behalf of the Director of Regeneration Enterprise and Planning and elaborated thereon.

It was reported that the applicant could not attend the meeting and gave his apologies. It was advised that the planning application proposes the conversion and alteration of the Hawkins Building, a Grade II listed former factory and Nos. 4-14 Dunster Street, to 105 apartments comprising of 73 one-bedroom and 32 two-bedroom apartments. Amendments to parking layouts as detailed below have increased the original proposal of 103 units to 105 incorporating two additional units at lower ground floor level. External alterations would comprise of an infill extension and two-storey first floor extension on Dunster Street, the replacement of existing windows throughout with double glazed windows, insertion of rooflights, modification of doors and openings and the insertion of Juliette balconies. The proposal includes the provision of a passenger lift serving lower ground floor up to the third floor within the Hawkins building. Bin and cycle storage would be provided at both basement and ground floor level.

The application has been amended removing basement parking providing 13 spaces accessed from Dunster Street due to concerns raised by the Highway Authority regarding the proposed access. Subsequently, the application provides 28 spaces at ground level accessed from Overstone Road. A further 16 spaces would be provide on St. Michael's Road. The existing feeder lane to St Michael's car park situated opposite the site on St Michael's Road would be removed with the two main traffic lanes from the existing pedestrian crossing being diverted to the south side of the carriageway in order to move the traffic away from the building and provide for some additional 16 parking space along St Michael's Road.

The application for Listed Building Consent (N/2015/0674) seeks authorisation for conversion and alterations to form 105 apartments including replacement of windows and new roof lights; removal of 4 cast iron columns, internal walls, north lights, internal and external staircase, modification of doors; proposed infill extension on Dunster Street façade including new roof terraces; provision of glass screens, removal of existing and installation of new staircases and lift, steel guard rails and fire exits.

Mr Dobrafzcyk addressed the Committee as the Architect for the scheme and spoke in favour of the application.

Councillor Stone addressed the Committee as the Ward Councillor and spoke in favour of the application.

The Development Management Team Leader addressed questions regarding Section 106 contributions and advised that a Viability Assessment was submitted and assessed by the Council and demonstrated that the scheme would not be viable if a requirement for affordable housing provision and S106 Developer Contributions were to be imposed. She also advised that the Planning Department are working with the applicant to agree appropriate window details.

The Committee discussed the report.

## **RESOLVED**

### **N/2015/0673 – Planning Application**

The Committee **APPROVED** the application subject to the conditions as set out in paragraph 9 of the report and the addendum and for the following reason:

The proposal would bring about the development of a prominent group of disused Grade II listed buildings within the Boot and Shoe Quarter Conservation Area in a residential area on the edge of the town centre, the renovation of which would enhance and make an overall positive contribution to the character and appearance of the Conservation Area. The site is in a sustainable location, with good access to the town centre and public transport, and the conversion to residential use would make a positive contribution to the Council's 5-year housing supply. It is acknowledged that the proposed alterations may cause harm to the historic integrity of the listed building but this is outweighed by the public benefits identified and ensuring the continued viable use of the buildings. The development would not lead to any unacceptable adverse impacts on the existing highway conditions or residential amenity. It is considered that it has been satisfactorily demonstrated that the scheme would not be viable if any affordable housing or the level of S106 contributions required is applied, and that, on balance, the lack of contributions would be outweighed by the environmental and social benefits of the proposal. The development is therefore considered in accordance with Policies S3, S10, E1, H1, H2, BN5, BN9, INF1 & N1 of the West Northamptonshire Joint Core Strategy, Policies E20 and E26 of the Northampton Local Plan and the aims and objectives of the National Planning Policy Framework.

### **N/2015/0674 – Application for Listed Building Consent**

That the Application be **APPROVED IN PRINCIPLE** subject to prior referral to the Secretary of State and the conditions as set out in paragraph 9 of the report and the addendum and for the following reason:

The proposal would bring about the development of a prominent group of disused Grade II listed buildings within the Boot and Shoe Quarter Conservation Area in a residential area on the edge of the town centre, the renovation of which would enhance and make an overall positive contribution to the environmental character of the Conservation Area. It is acknowledged that the proposed alterations may cause

harm to the historic integrity of the listed building but it is considered that this is outweighed by the public benefits identified above and the positive contribution that the residential development of the site would make towards meeting housing need within the area and the Council's 5-year housing supply. The proposal is therefore considered in accordance with the requirements of Policy BN5 of the West Northamptonshire Joint Core Strategy, Policy E26 of the Local Plan and the aims and objectives of the National Planning Policy Framework.

**(B) N/2016/0326 - CHANGE OF USE FROM OFFICES (USE CLASS B1) TO A SINGLE DWELLING (USE CLASS C3) WITH A REAR EXTENSION AND A NEW SINGLE STOREY GARAGE IN THE REAR GARDEN, NEW FRONT BOUNDARY WALL AND GATE. 62 BILLING ROAD**

The Development Manager submitted a report on behalf of the Director of Regeneration, Enterprise and Planning. It was advised that the application was originally presented to Planning Committee on 14<sup>th</sup> June. Although the proposed change of use of the property to residential and extensions/alterations to the main building were considered acceptable, the Committee were concerned about the detrimental impact the proposed two storey garage to the rear would have on neighbouring and visual amenity. They deferred making a decision on the application to enable negotiations to take place to reduce the garage to a single storey building. Amended plans have now been submitted. The proposed garage will be single storey and has the same footprint but the ridge height has been reduced from 6.8 metres to 4.8 metres with an eaves height reduced from 4.5 metres to 2.5 metres.

The revised application seeks change of use of offices to a single dwelling. The proposal includes the erection of a rear extension and a single storey garage within the rear garden. The proposal includes the erection of a new front boundary wall and gate and garden landscaping.

The Committee discussed the report.

**RESOLVED**

The Committee **APPROVED** the application subject to the conditions as set out in the report and for the following reason:

The proposed development represents an acceptable use of the land and is complementary with the surrounding land uses. The proposed development and amended single storey garage and would not have an undue detrimental impact on the character and appearance of the host dwelling, Billing Road Conservation Area and the amenity of adjoining occupiers in accordance with the requirements of the National Planning Policy Framework; Policies H1, H5, S10 and BN5 of the West Northamptonshire Joint Core Strategy and Policies E20, E26 and H11 of the Northampton Local Plan.

**(C) N/2016/0378 - CHANGE OF USE FROM SINGLE DWELLING (USE CLASS C3) TO HOUSE IN MULTIPLE OCCUPATION (USE CLASS C4) FOR MAXIMUM OF THREE RESIDENTS. 165 LOYD ROAD**

The Principal Planning Officer presented the report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that permission was originally sought to change the use of the property from a single dwellinghouse to a house in multiple occupation for 4 people, however, the plans submitted with the application showed four self-contained units. Revised plans have subsequently been submitted. Self-contained units have been replaced with shared accommodation and the number of bedrooms reduced to 3 only.

There will be one bedroom and shared lounge and kitchen on the ground floor with additional lounge in the basement and shower facility, two bedrooms with en-suite facilities on the first floor with another lounge.

Councillor Lane addressed the Committee as a member of the public and spoke in favour of the application as the developer had a good track record in delivery high quality developments and that the proposal would be well managed. Reference was also made to the need to learn from previous appeal decisions

Councillor Lane left the Committee at 18:43 after he spoke.

Councillor Smith addressed the Committee as the Ward Councillor and spoke against the application as it was considered that there were too many houses in multiple occupation within the vicinity and the impacts on the highway system

Mr James Fitzgerald addressed the Committee and spoke against the application and referred to the number of houses in multiple occupation within Lloyd Road and that residents may not use cycle storage and would prefer to have a car

Mr Daniel Morris addressed the Committee as the Architect and spoke in favour of the application.

The Principal Planning Officer referred to 6.2 of the report which outlines the licensing position. He also stated that there is a condition recommending that no more than 3 people can live at the dwelling and if the Council received a complaint that there are more than 3 residents at any point it would investigate.

In response to questions from the Committee the Principal Planning Officer stated that there is a typographical error in point 6.2 of the report where it should state 3 persons rather than 4 but condition 3 enforces the maximum amount of persons that should be residing at the premises.

He also stated that soundproofing falls out of planning permission.

The Committee discussed the report.

**RESOLVED**

The Committee **APPROVED** the application subject to the conditions as set out in the report and addendum and for the following reason:

The development would not lead to an unacceptable concentration of HIMO's within the locality that would adversely impact upon the character of the street, nor would the development have significant adverse impacts on neighbouring amenity or parking provision. The property is of sufficient size to accommodate the level of accommodation as proposed and is in accordance with the requirements of Policies H1, H5, and S10 of the West Northamptonshire Joint Core Strategy, Policies E20 and H30 of the Northampton Local Plan, the Houses in Multiple Occupation Interim Planning Policy Statement and the aims and objectives of the National Planning Policy Framework.

Councillor Lane rejoined the Committee.

**(D) N/2016/0412 - DEMOLITION OF FARMHOUSE, ASSOCIATED BUILDINGS AND THE RESIDENTIAL PROPERTY OF LITTLE NORWAY. CONSTRUCTION OF TWO WAREHOUSE AND DISTRIBUTION UNITS (USE CLASS B8) WITH ANCILLARY OFFICE ACCOMMODATION, TOGETHER WITH EARTHWORKS, ACCESS, SERVICE YARDS, PARKING ARRANGEMENTS, LANDSCAPING AND OTHER ASSOCIATED INFRASTRUCTURE INCLUDING CREATION OF FOOTPATH. LAND SOUTH OF BEDFORD ROAD, OFF LILIPUT ROAD**

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning. It was advised that the application seeks planning permission to erect two warehouse buildings, which would be accessed via an extended Thomas Dachser Way. The first of these would be located to the north east of the site and would have a maximum height of 14.9m and a floor space of approximately 35,840 square metres. This building would be served by 286 car parking spaces (including 14 spaces for use by those with disabilities), parking for 72 lorries and storage for 40 bicycles. The warehouse would also include ancillary office accommodation and a gatehouse. The second warehouse would be sited to the south west of the site and would have a similar height to Unit 1. This element of the development would also feature an ancillary office building in addition to parking for 100 cars (including five spaces for use by those with disabilities), parking for 18 lorries and storage for 20 bicycles. The floor space of this particular unit would 11,176 square metres.

Both warehouses would feature a variety of ancillary structures typically associated with commercial developments, including smoking shelters, electrical substations and security fencing.

It is proposed that bunding be constructed between the buildings and the northern, eastern and south eastern boundaries of the site in order to provide some screening from the highway and Great Houghton village. The bunding has a varied height of between 8m and 13m. In addition, the bunding would have a varied form in terms of the top ridge and the gradient. The bunding would be supplemented by additional landscaping.

The positioning of the bunding is such that the aforementioned footpath would need to be diverted. Assuming this application is successful, a further application would need to be made pursuant to Section 257 of the Town and Country Planning Act in order to formally achieve this; however, it is necessary as part of this application to consider the merits of the diversion in terms of the impacts on accessibility and amenity.

In order to facilitate the development, the existing buildings at Little Norway and Martins Farm would be demolished.

The addendum was referred to which outlined a submission from Councillor Larratt. Andrea Leadsom's (MP for South Northamptonshire) concerns were also summarised.

Parish Councillor Tony Skirrow addressed the Committee as the Chairman of Great Houghton Parish Council and spoke against the application as it was considered that the development did not comply with the requirements of the National Planning Policy Framework and was unsustainable. The retention of the green space was required to enable Great Houghton to retain its own distinct identity

Natasha Declerck addressed the Committee and spoke against the application as it was considered that the development was speculative and was unneeded. Traffic would also increase.

Mr Robert Lamb addressed the Committee substituting for Sarah Williams and spoke against the application as it was considered that the development was overly large and greater in size than that required by the potential occupier and the proposal would have no benefit to the community. Concerns were raised regarding the potential impact on listed buildings

Councillor Penelope Flavell addressed the Committee as Ward Councillor and spoke against the application as the development would have a negative impact upon the conservation area, the character of the surrounding area. Support was expressed for the view of the Parish Council

The Principal Planning Officer advised that Great Houghton Parish Council submitted representations which was summarised in the report. The Development Manager stated that due to the large volume of representations received by the Planning Department it is normal practice to summarise comments.

Mr Ricardo Rodriguez addressed the Committee and spoke in favour of the application by highlighting the economic benefits of the proposal and the jobs that would be retained and created

In response to questions from the Committee the Principal Planning Officer responded as below

- 7.18 of the report was referred to which highlights suggested proposal to alleviate traffic issues
- The site is not designated commercial land and is a departure from the local plan.

- That access to this land would be increased under proposals.
- = Economic benefits through the creation and retention of jobs were of benefit to the public

The Director of Regeneration, Enterprise and planning addressed the Committee to confirm that the main areas of concern members have regarding the application is traffic issues, impact on the conservation area, scale and further information regarding the site selection process.

Councillor Meredith proposed the recommendations.

Councillor Hill seconded the recommendations. 4 voted in favour, 4 voted against and 2 abstentions.

The Chair proposed to defer the application.

## **RESOLVED**

The Committee **DEFERRED** the application for further consideration and clarification of traffic issues, impact on the conservation area, scale and further information regarding the site selection process. .

Councillor Meredith left the Committee at 20:30.

### **(E) N/2016/0605 - CREATION OF SHISHA AREA TO REAR INCLUDING COVERED SEATING AREA. 54 WELLINGBOROUGH ROAD**

The Principal Planning Officer submitted a report on behalf of the Director or Regeneration, Enterprise and Planning and elaborated thereon. It was advised that the applicant seeks permission for the erection of a covered canopy to the rear of the site, which would be utilised as a shisha area.

Councillor Danielle Stone addressed the Committee as Ward Councillor and spoke against the application and raised concerns regarding the impact of the development on health and that it would affect the amenities of surrounding properties.

The Principal Planning Officer advised that health issues are not for this Planning Committee to consider and that the hours of use would be conditioned. If the application was resubmitted at a later date the conditions would be revised.

In response to questions from the Committee the Principal Planning Officer responded as below

- The Director of Public health was aware of the application
- Regarding the consultation process the Council exceeded the statutory requirements.
- Issues relating to clearance of refuse are a matter for the applicant and Environmental Health legislation that covers it. It is not a planning matter.

The Committee discussed the report.

## RESOLVED

The Committee **APPROVED** the application subject to the conditions as set out in the report and the addendum and for the following reason:

The proposed development, as a temporary measure and subject to conditions, would have a neutral impact upon the character and appearance of the surrounding area, the Boot and Shoe Quarter Conservation Area and neighbour amenity. The development is therefore in conformity with the requirements of the National Planning Policy Framework; Policies BN5 and S10 of the West Northamptonshire Development Corporation and Policy 1 of the Northampton Central Area Action Plan.

**(F) N/2016/0660 - VARIATION OF CONDITIONS 3 AND 6 OF PLANNING PERMISSION N/2015/1314 - CHANGE OF USE FROM PUBLIC HOUSE (USE CLASS A4) INTO CONVENIENCE STORE (USE CLASS A1) INCLUDING ALTERATION AND EXTENSIONS, REAR STORAGE AND INSTALLATION OF 2NO SATELLITE DISHES ON ROOF, TO ALLOW FOR EXTENSION OF DELIVERY HOURS AND ADDITIONAL PLANT INFORMATION. THE BARN OWL, OLDEN ROAD**

Councillor Hill left the Committee at 20:30 having declared a personal interest earlier at the meeting.

The Development Manager Team Leader submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that the application seeks to vary Conditions 3 and 6 of planning permission N/2015/1314 which granted permission for a change of use from a public house (Use Class A4) into a convenience store (Use Class A1), including alterations and extensions.

Condition 3 requires the submission of details prior to commencement of the permitted use that demonstrate any new plant or equipment will achieve the agreed target noise level limits for both daytime and night time. The current application seeks to vary this condition to agree the details prior to occupation to allow equipment to be tailored to the proposed occupier's needs.

Condition 6 relates to the control of delivery hours to the store, the existing permission currently restricting delivery times to between the hours of 07:30 and 19:30 hours only. The application seeks to extend these times to between the hours of 07:00 and 20:00 hours.

The application has subsequently been amended to reduce the proposed delivery times to between 07:30 to 20:00 hours following concerns raised by Environmental Health.

Members were advised that the Council can only consider the Conditions which are the subject of this Application and it is not a complete re-consideration of the original Application which will continue to subsist whatever the outcome of this Application.

Nick Bowden addressed the Committee as the Planning Consultant for the Applicant and spoke in favour of the application.

The Committee discussed the report

## **RESOLVED**

The Committee **APPROVED** the application subject to the conditions as set out in the report and for the following reason:

The proposed variation of conditions, as amended, would not adversely impact on adjacent amenity and the principle of the change of use and proposed alterations remains acceptable and in accordance with Policies S9, S10 & RC2 of the West Northamptonshire Joint Core Strategy, Policies E20, E28 & T12 of the Northampton Local Plan and the aims and objectives of the National Planning Policy Framework.

Councillor Hill rejoined the Planning Committee.

### **(G) N/2016/0690 - CONVERSION OF DWELLING TO THREE FLATS. 93 ADAMS AVENUE**

The Development Manager Team Leader and submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that permission is sought for the conversion of a single dwelling into three, one-bedroom flats, one at the front incorporating ground and first floors, and two at the rear of the property. No external alteration is proposed apart from the installation of a shower room window on the ground floor

Councillor Zoe Smith addressed the Committee as Ward Councillor and spoke against the application

Mr Lukman Ali addressed the Committee and spoke in favour of the application.

Mr Mohammed Ali addressed the Committee and spoke in favour of the application.

In response to questions from the Committee the Development Management Team Leader advised that flats are self-contained while HIMO'S tend to have shared facilities.

That the amount of people in the flat could not be controlled and that the properties either side of the premises and three properties to the rear have been consulted.

The Committee discussed the report

## **RESOLVED**

The Committee **APPROVED** the application subject to the conditions as set out in the report and for the following reason:

The proposed conversion to three flats is acceptable in a residential area and would not adversely affect highway safety and residential amenity, in accordance with

Policies H21, H23 and E20 of the Northampton Local Plan, Policies S10, and H1 of the West Northamptonshire Joint Core Strategy, and the aims and objectives of the National Planning Policy Framework.

**(H) N/2016/0703 - PRIOR NOTIFICATION FOR DEMOLITION OF GARAGE BLOCKS. LOCK UP GARAGES , MOAT PLACE, OFF SCARLETWELL STREET**

The Chair and Councillor Kilbride left the Committee having declared a personal and DPI on items 10h- 10m being board members of Northampton Partnership homes who were the applicants.

Councillor Golby took the Chair.

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that this application is for prior notification of the proposed method of demolition of lock up garages.

Councillor Stone addressed the Committee and spoke in favour of the application.

**RESOLVED**

The Authority's **PRIOR APPROVAL WILL NOT BE REQUIRED** for the method of demolition and proposed restoration of the site for the following reason:

The means of demolition and the proposed restoration of the site are considered to be acceptable and would be consistent with the aims and objectives of policies of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

**(I) N/2016/0704 - PRIOR NOTIFICATION FOR DEMOLITION OF GARAGE BLOCKS LOCK UP GARAGES AT SWALE DRIVE, DERWENT DRIVE, WEST OVAL AND WITHAM WAY**

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that this application is for prior notification of the proposed method of demolition of lock up garages at 4 sites including Swale Drive, Derwent Drive, West Oval and Witham Way within Kings Heath.

The Committee discussed the report.

**RESOLVED**

The Authority's **PRIOR APPROVAL WILL NOT BE REQUIRED** for the method of demolition and proposed restoration of the sites for the following reason:

The means of demolition and the proposed restoration of the sites are considered to be acceptable and would be consistent with the aims and objectives of policies of the West Northamptonshire Joint Core Strategy and National Planning Policy Framework.

**(J) N/2016/0769 - DEMOLITION OF 43 GARAGES, ERECTION OF 14 DWELLINGS WITH ASSOCIATED GARDENS, PARKING AND ACCESS WAYS. LOCK UP GARAGES, LAND AT ST ANDREWS ROAD AND SCARLEWELL STREET**

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that the proposal is for the construction of 14no. 2-storey 3-bed dwellings with gardens and associated landscaping. The site is divided into two parts with access from Scarletwell Street off St Andrews Road. The site to the south contains 10 new dwellings and 23 parking spaces; the site to the north contains 4 new dwellings and 8 parking spaces.

Apart from one tree nearer to the highway boundary fronting St Andrews Road, the majority of the existing trees on site will be removed to give way for the development.

Mrs Janet Yates addressed the Committee and spoke against the application. She was concerned about extra traffic and safety from new dwellings and the garage would be enclosed by residential properties.

Helen Town addressed the Committee as a representative of NPH and spoke in favour of the application. She stated that the NPH applications should be considered as a whole rather than in isolation. NPH carried out consultations and met with Auto Point many times. There will be no loss of on-street parking.

Councillor Danielle Stone addressed the Committee and spoke in favour of the application.

The Committee discussed the report.

**RESOLVED**

The Committee **APPROVED** the application **in Principle**, with authority delegated to the Head of Planning to resolve outstanding concerns of the **Lead Local Flood Authority** and to issue the approval with any appropriate additional conditions, subject to the conditions as set out in the report and the additional Condition 15 as set out in the Addendum and for the following reason:

The proposed development, on balance, would have no significant detrimental impact on the amenities of neighbouring occupiers and would not be out of keeping with the character and appearance of the area, and would represent an appropriate use for the site and would provide for the housing needs of the area. The proposed development would therefore comply with Policies S2, S3, S9, S10, H1 and H2 of the

West Northamptonshire Joint Core Strategy, Policy 24 of the Central Area Action Plan, Policies H6, H17, H32, E20, E40 of the Northampton Local Plan Policies OP1, OP2 and AB2 of the Spring Boroughs Neighbourhood Plan and the National Planning Policy Framework.

**(K) N/2016/0771 - EXTERNAL ALTERATIONS TO TOWER BLOCK INCLUDING RECLADDING AND ENCLOSURE OF BALCONIES, REFURBISH COMMUNAL AREAS AND GROUND FLOOR EXTENSIONS. ST KATHERINES COURT, CASTLE STREET**

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. He also referred to additional consultee responses in the addendum. It was advised that the application proposes to refurbish/extend the 9 storey tower block and remodel the space around it in order to improve amenity for local residents. The distinct elements of the scheme can be summarised as follows:

- New external cladding to improve appearance and energy efficiency.
- Enclose balconies with glazing, and provide external planting boxes.
- New ground floor extension to create improved entrance and communal area, new cycle, buggy and bin stores.
- Remodel the open space and security arrangements around the tower block.

Helen Town addressed the Committee as a representative of NPH and spoke in favour of the application.

Councillor Danielle Stone addressed the Committee and spoke in favour of the application.

The Committee discussed the report.

**RESOLVED**

The Committee **APPROVED** the application subject to the conditions as set in the report and for the following reason:

The principle of the proposed development is acceptable and would not have any undue detrimental impact on the appearance and character of the area, amenity of neighbours, security and parking/highway safety and would be consistent with the aims and objectives of the policies of the West Northamptonshire Joint Core Strategy, Northampton Central Area Action Plan, Northampton Local Plan, Spring Boroughs Neighbourhood Plan, National Planning Policy Framework and Planning Out Crime in Northamptonshire SPG .

**(L) N/2016/0772 - DEMOLITION OF EXISTING FLATS AND ERECT THREE STOREY BUILDING WITH NINE FLATS ON GROUND FLOOR AND NINE MAISONETTES ON UPPER FLOORS. 33 LITTLE CROSS STREET**

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. He also referred to additional consultee responses in the addendum. It was advised that the proposal is for the demolition of the existing flats and the erection of a two to three storey building comprising 9 flats on the ground floor and a further 9 maisonettes on the upper floors.

The current site (when occupied) provided 23 one bedroom units that were occupied as social rented housing. The proposal seeks to provide 9 one-bedroom flats and 9 two-bedroom maisonettes with a private roof terrace, which again will provide social rented housing for the area.

Currently there are 13 parking spaces adjacent to the site, these are outside the application site boundary and they are shown to be retained. On-street parking in this area is controlled through a residents permit scheme.

The scheme has been designed taking account of the principles of Secure by Design and seeks to provide natural surveillance along the length of Little Cross Street and within the amenity space. The properties also have individual entrances, rather than communal entrances.

Dr Marie Dickie addressed the Committee. While she was in favour of the application she had concerns regarding the archaeological aspect.

Helen Town addressed the Committee as a representative of NPH and spoke in favour of the application.

Councillor Danielle Stone addressed the Committee and spoke in favour of the application.

The Principal Planning Officer referred to condition 4 in the report which addressed the archaeological element of the application. The Director of Regeneration, Enterprise and Planning stated that the wording of this condition would need to be tweaked and that the decision on the precise wording of the condition could be delegated to the Chair and Head of Planning.

The Committee discussed the report.

## **RESOLVED**

The Committee **APPROVED** the application **In Principle**, with authority delegated to the Head of Planning to resolve outstanding concerns of the **Lead Local Flood Authority** and to issue the approval with any appropriate additional conditions, subject to the planning conditions as set out in the report, but with the final decision on the wording of Condition 4 (archaeology) delegated to the Head of Planning and the Chair of The Planning Committee and for the following reason:

The proposed development would have no detrimental impact on the amenities of neighbouring occupiers and would not be out of keeping with the character and appearance of the area, and would represent an appropriate use for the site. The proposed development would therefore comply with Policies S2, S3, S9, S10, H1 and H2 of the West Northamptonshire Joint Core Strategy, Policy 24 of the Central Area Action Plan, Policies, Policies H6, H17, H32, E20, E40 of the Northampton Local Plan Policies OP1, OP2, OP5 and AB2 of the Spring Boroughs Neighbourhood Plan and the National Planning Policy Framework.

**(M) N/2016/0773 - ERECT SINGLE STOREY BUILDING FOR CONVENIENCE STORE. ST PETERS HOUSE, CASTLE STREET**

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. It was advised that the application relates to the erection of a single storey building to provide a retail unit (Use Class A1) with a floor area of 122sqm, which is intended to provide a convenience store to serve the local area.

The retail unit is to be located on a vacant grassed area of the St Peters House residential development on the corner of Little Cross Street, opposite its current location. The site would have originally formed part of the landscaping area. The retail unit also utilises an existing refuse store that whilst intended for use by the residents, it has been a potential location for crime and anti-social behaviour.

The development has been designed in character with the main building and links with the current refuse store for the development. A new refuse store for the retail unit is located at the rear of the unit, in a secure area, to avoid unauthorised access.

As part of the redevelopment and regeneration of the area, the residential block that currently includes the existing retail unit Nicky's News in Little Cross Street is to be demolished and a proposal for residential accommodation is the subject of a separate application considered at this meeting of the Planning Committee.

Helen Town addressed the Committee as a representative of NPH and spoke in favour of the application.

Councillor Danielle Stone addressed the Committee and spoke in favour of the application.

The Committee discussed the report.

**RESOLVED**

The Committee **APPROVED** the application subject to the conditions as set out in the report but with amendments to the plan numbers as set out in Condition 2 and for the following reason:

The proposed retail unit is considered acceptable in principle in an established residential area and would not have an undue detrimental impact on the appearance and character of the area, amenity of neighbours or highway safety to comply with

Policy 1 of the Central Area Action Plan, Policy OP1 of the Spring Boroughs Neighbourhood Plan, S10 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

**(N) N/2016/0791 - CHANGE OF USE OF GROUND FLOOR SHOP (USE CLASS A1) TO RESTAURANT (USE CLASS A3) TO BE INCORPORATED INTO NEIGHBOURING RESTAURANT PREMISES. 44-46 ST GILES STREET**

Councillor Hill left the Committee at 10:06 and the Chair and Councillor Kilbride returned to the Committee.

The Principal Planning Officer submitted a report on behalf of the Director of Regeneration, Enterprise and Planning and elaborated thereon. He also referred to the additional consultee responses in the addendum. It was advised that the applicant seeks planning permission to change the use of the property from a shop to a restaurant. This would operate in conjunction with the restaurant that already occupies part of the ground floor of the building.

The Committee discussed the report.

**RESOLVED**

The Committee **REFUSED** the application for the following reason:

The proposed development would exacerbate the level of non-retail uses within an allocated secondary frontage to the detriment of the viability and vitality of the centre. The proposal therefore fails to comply with the requirements of the National Planning Policy Framework and Policies 12 and 13 of the Northampton Central Area Action Plan.

**11. ENFORCEMENT MATTERS**

None

**12. ITEMS FOR CONSULTATION**

None.

The meeting concluded at 10:15pm

Directorate: Regeneration, Enterprise and Planning

Director: Steven Boyes



**List of Appeals and Determinations – 6<sup>th</sup> September 2016**

**Written Reps Procedure**

Application No.	DEL/PC	Description	Decision
<b>N/2014/1110</b> APP/V2825/W/16/3155828	DEL	Erection of 4 bed dwelling and associated garage at 2 Rectory Close	<b>AWAITED</b>
<b>N/2015/0949</b> APP/V2825/W/16/3147931	DEL	Single-storey extension to increase floor area for 8no residential care bedrooms at The Richardson Mews Care Home, Harborough Road	<b>ALLOWED</b>
<b>N/2015/0950</b> APP/V2825/Y/16/3147933	DEL	Listed building application for associated works with single-storey rear extension at The Richardson Mews Care Home, Harborough Road	<b>ALLOWED</b>
<b>N/2015/1067</b> APP/V2825/W/16/3145919	PC	Conversion into 2no. 1 bed flats, 4no. new 1 bed flats and 2no. new 2 bed semi-detached dwellings at 54 Adams Avenue, Northampton (Retrospective application).	<b>ALLOWED</b>
<b>N/2015/1349</b> APP/V2825/D/16/3147347	DEL	New front boundary wall/fence and pedestrian/vehicular gate at 14 Woodland Avenue	<b>DISMISSED</b>
<b>N/2015/1373</b> APP/V2825/W/16/3151257	DEL	Change of use from dwelling (use class C3) to house in multiple occupation for up to 6no occupants at 30 Whitworth Road. (Retrospective application.)	<b>AWAITED</b>
<b>N/2015/1496</b> APP/V2825/D/16/3152771	DEL	Erection of summer house in rear garden (part retrospective) at 35 Windrush Way	<b>DISMISSED</b>
<b>N/2016/0112</b> APP/V2825/W/16/3152765	DEL	Alterations to form additional self contained apartment (part retrospective) at 133 Colwyn Road	<b>AWAITED</b>
<b>N/2016/0193</b> APP/V2825/D/16/3150572	DEL	First floor side/front extension at 2 Cardinal Close	<b>AWAITED</b>
<b>N/2016/0203</b> APP/V2825/D/16/3149992	DEL	Vehicular crossover at 561 Harlestone Road	<b>DISMISSED</b>
<b>N/2016/0309</b> APP/V2825/C/16/3152604	DEL	Change of use from dwelling house (Use Class C3) into house in multiple occupation for upto 4 occupants (Use Class C4) at 26 Burns Street	<b>AWAITED</b>
<b>N/2016/0540</b> APP/V2825/W/16/3154685	DEL	Change of use from offices (Use Class B1) into house in multiple occupation for 5no. occupants (Use Class C4) including rear dormer extension and 2no. velux roof lights at 343 Wellingborough Road	<b>AWAITED</b>

**Public Inquiry**

<b>N/2013/1035</b> APP/V2825/W/15/3028151	PC	Outline Application for the Northampton South Sustainable Urban Extension to comprise up to 1000 dwellings, a mixed use local centre, a site for a primary school, green infrastructure including formal and informal open space, reconfiguration and extension of Collingtree Park Golf Course, demolition of all existing buildings and structures within the site, new vehicular accesses off Windingbrook Lane and Rowtree Road, car parking, sustainable drainage systems (including flood risk betterment) and infrastructure (including highway improvements) all matters reserved accept access, land south of Rowtree Road and west of Windingbrook Lane - <b>Public Inquiry ended on 18<sup>th</sup> December at Franklin Gardens, Weedon Road</b>	<b>ALLOWED</b>
<b>N/2013/1063</b> APP/V2825/W/15/3028155	PC	378 dwellings served by a new access from Windingbrook Lane, and the re-configuration of part of the Collingtree Park Golf Course including a new temporary hole 17 and the demolition of all existing buildings and structures within the site, green infrastructure including formal and informal open space, car parking, sustainable drainage systems (including flood risk betterment) and infrastructure (including highway improvements), land south of Rowtree Road and west of Windingbrook Lane - <b>Public Inquiry ended on 18<sup>th</sup> December at Franklin Gardens, Weedon Road</b>	<b>DISMISSED</b>
<b>N/2015/0335</b> APP/V2825/W/15/3138580	PC	Redevelopment comprising a new distribution centre (Use Class B8) including related service roads, access and servicing arrangements, car parking, landscaping bund and associated works. Land at Milton Ham, Towcester Road <b>Public Inquiry will commence on 29 November 2016 at the Guildhall, St Giles Square</b>	<b>AWAITED</b>

**Hearings**

None

**Enforcement Appeals**

<b>E/2016/0129</b> APP/V2825/C/16/3152604		Enforcement Notice Appeal for unauthorised erection of single storey rear extension at 69 Raeburn Road	<b>AWAITED</b>
--	--	--	----------------

The Address for Planning Appeals is:

Mr Brian Rowe, Room 301, The Planning Inspectorate, Temple Quay House, 2 The Square, Temple Quay, Bristol BS1 6PN.  
Appeal decisions can be viewed at - [www.planningportal.co.uk](http://www.planningportal.co.uk)

Local Government (Access to Information) Act 1985  
Background Papers  
The Appeal Papers for the appeals listed

Author and Contact Officer:  
Mrs Rita Bovey, Development Manager  
Telephone 01604 837237  
Planning and Regeneration  
The Guildhall, St Giles Square,  
Northampton, NN1 1DE



## Addendum to Agenda Items Tuesday 6<sup>th</sup> September 2016

### 10. ITEMS FOR DETERMINATION

10a

**N/2015/1454**

**Demolition of the existing ward blocks. Restoration of the clock tower and conversion to residential use comprising 13 no apartments, restoration of the administration building and conversion to residential use to provide 4no apartments, the erection of 120 no apartments and 98 houses (235 no dwellings total) with associated roads and underground car parks  
Former St Crispin Hospital, Berrywood Road**

**NBC Arboricultural Officer** - the application should be refused due to the significant loss of high quality and good quality trees. However, if consent is to be granted, recommend planning conditions regarding tree protection measures, site specific construction details for the areas of hard surfacing within the root protection areas and the provision of a detailed landscape scheme.

**Officer Response:** As set out at Paragraph 7.24 of the committee report, it is considered that the loss of trees is regrettable, but it is considered that this is inevitable if the development is to be viable and to secure the retention of the clock tower and administration block. A condition requiring landscaping details is already recommended. In light of these comments the following additional conditions are now also recommended.

**Amended Condition:**

**(7)** Works for the demolition any of the buildings or part of any building forming part of the development hereby permitted shall not be commenced until a detailed schedule of development, including precise dates, has been submitted to and approved in writing by the Local Planning Authority. The schedule of development shall include timings for the demolition of all buildings to be demolished, for the restoration and conversion of all buildings to be retained and for the construction of all new buildings, comprising elements of the development hereby approved. Development shall be carried out in full accordance with the approved schedule.

Reason: To ensure the demolition is followed by immediate rebuilding and to maintain the character and appearance of the Conservation Area. In accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

**Additional Conditions:**

**(18)** All trees shown to be retained in the approved plans shall be protected for the duration of the development by stout fences to be erected and maintained on alignments to be approved in writing by the Local Planning Authority before any development works shall take place. Within the fenced area no development works shall take place on, over or under the ground, no vehicles shall be driven, nor plant sited, no materials or waste shall be deposited, no bonfires shall be lit nor the ground level altered during the periods of development.

Reason: In order to ensure adequate protection of existing trees on the site in the interests of achieving a satisfactory standard of development and maintaining the amenity of the locality in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy, Policy E20 of the Northampton Local Plan and the National Planning Policy Framework.

**(19)** Prior to the commencement of any work on site within the root protection zone of retained trees as shown on the approved plans, full details shall be submitted to and approved in writing by the Local Planning Authority of hard surfacing within such root protection areas and the development shall be carried out in full accordance with the approved details and retained in such form thereafter.

Reason: In order to ensure adequate protection of existing trees on the site in the interests of achieving a satisfactory standard of development and maintaining the amenity of the locality in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy, Policy E20 of the Northampton Local Plan and the National Planning Policy Framework. This is a pre-commencement condition to ensure timely submission of details.

**10b**

**N/2016/0412**

**Demolition of farmhouse, associated buildings and the residential property of 'Little Norway'. Construction of two warehouse and distribution units (Use Class B8) with ancillary office accommodation, together with earthworks, access, service yards, parking arrangements, landscaping and other associated infrastructure including creation of footpath**

**Development land south of Bedford Road, off Liliput Road**

A correction to Page 37 of the committee report in that the application is a departure from the Local Plan.

Comments following the submission of additional information after the July Planning Committee meeting:

29 letters of objection have been received. Comments can be summarised as:

- The application is a departure from the Local Plan.
- The application is speculative and there are alternative sites for the proposed development.
- The development would result in the loss of green space.
- The development would have an adverse impact upon the Conservation Area and listed buildings.
- The proposed buildings are of an inappropriate scale.
- The development would have an adverse impact upon matters of archaeological importance.
- Existing noise problems would be exacerbated by the proposed development.
- There would be a detrimental impact upon the highway system.
- Congestion could have an adverse impact upon the operation of existing business properties within Brackmills.
- There are no significant community gains arising from the development and the documents submitted with the application do not detail how people would be working within each area and their terms and conditions.
- The sense of separation that Great Houghton experiences will be lost

A letter of objection has been received from **Great Houghton Parish Council**. Comments can be summarised as:

- The scheme has not be altered since the previous planning committee.
- The development could be accommodated on other sites.
- The proposed road improvements are not sufficient.
- The works to the green space cannot be seen as an improvement.
- The majority of jobs created would not add to the economy of Northampton.

**Officer Response:** Whilst it is recognised that the application is a departure from the Local Plan, as set out in paragraph 5.1 of the committee report, all applications are to be determined in accordance with the development plan, unless material considerations indicate otherwise. The

scheme would involve development on green space, however, there would be improvements through the planting scheme plant types and the introduction of a legally enforceable management regime. As discussed in the committee report, it is acknowledged that there is harm to the heritage assets but this is outweighed by the economic benefits of the scheme. The scheme has been reviewed by the Highway Authority, which has confirmed that they have no objections, subject to conditions and the obligations that would be secured by the legal agreement.

It is recognised that the size of the building is unchanged from that considered at the previous committee, although the applicant has submitted more information detailing the relationship between the application site and surrounding properties as well as the development of the proposed landscaping.

**10c**

**N/2016/0581 and N/2016/0582**

**Listed building consent and planning permission for alterations and extensions to studio 20 High Street, Great Billing**

No update.

**10d**

**N/2016/0790**

**Erect 100 pupil all-through (3-18 years) special school including associated parking, play spaces and landscaping**

**Land at Former Bective Middle School , Whiston Road**

The **Lead Local Flood Authority** has confirmed that the impacts on surface water drainage have not been addressed to their satisfaction. This has been brought to the attention of the applicant and they are rectifying these points. As a result, there is a change to the recommendation in that **delegated authority to the Director of Regeneration, Enterprise and Planning** is sought in order to resolve this matter prior to issuing the decision notice.

**10e**

**N/2016/0847**

**Erection of carriage storage and 2no. ground level tunnels**

**Northampton Society of Model Engines Delapre Park , London Road**

**NCC County Archaeologist** - In light of the location of the works outside the battlefield and the relatively small scale nature of the works it would be inappropriate to require the applicant to comply with the conservation management plan. In this particular occasion due to the minimal impact of the works no archaeological investigation will be required.

**Officer Response:** In light of the above Condition 3 is deleted from the recommended conditions.

**Police Crime Prevention Design Adviser** - no objection.

**Councillor Vicky Culbard** - Members of the Northampton Society of Model Engines work extremely hard and take great effort in all their planning and endeavours. They provide a safe, pleasant and affordable leisure activity for families and single people in Delapre and in Northampton in general. Support the application.

**10f**

**N/2016/0904**

**Change of use from dwelling (Use Class C3) to house in multiple occupation (Use Class C4) for 6 residents**

**22 Marriott Street**

Application **WITHDRAWN** by applicant.

**10g**

**N/2016/1057**

**Installation of 4no non-illuminated signs**

**Delapre Abbey, London Road**

**Historic England** have the following comments:

- Object to this application on heritage grounds.
- The signage is not in keeping with the spirit of preservation.
- The signs will be unjustifiably harmful to the setting of the listed buildings.
- The impact on the registered battlefield should also be considered.

**Officer Response:** The advice from NBC Conservation Officer is that the signs would not harm the setting of the listed building and are reversible. In this respect the perceived harm to the setting of the listed buildings would potentially be short lived and more appropriate signs could be installed in the future. If, however, the signs were to be fundamentally redesigned at this stage, the time this would take would mean that there would be no signage in place upon the opening of the Abbey to the public in November, which would put the success of the project in question. It is therefore still recommended that the proposed signs are approved. If the Committee does share concerns about their design, a further condition could be added limiting the time period for the display of the signs to allow alternatives to be considered but for there to be signage in place when the Abbey opens to the public would be advisable.

**County Archaeologist** - Clear that the signage is needed in order to allow the public to understand and enjoy the site however the groundworks associated with the placement of the signage wherever it is located will result in ground disturbance. The application does not contain a Heritage Statement nor any information with regard to archaeological mitigation. Advise that the applicant to provide further information to address this deficiency. If the application is to be permitted as submitted, a condition will be required to deal with the archaeology issue.

**Amended Condition 6:**

6) No development shall take place until the applicant or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of archaeological research in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.



**PLANNING COMMITTEE:** 6<sup>th</sup> September 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2015/1454

**LOCATION:** St Crispin Hospital, Berrywood Road

**DESCRIPTION:** Demolition of the existing ward blocks. Restoration of the clock tower and conversion to residential use comprising 13no apartments, restoration of the administration building and conversion to residential use to provide 4no apartments, the erection of 120no apartments and 98 houses (235no dwellings total) with associated roads and underground car parks

**WARD:** Upton Ward

**APPLICANT:** WN Developments Ltd  
**AGENT:** RDC

**REFERRED BY:** Director of Regeneration, Enterprise and Planning  
**REASON:** Major application requiring S106 agreement

**DEPARTURE:** No

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

**1.1 APPROVAL IN PRINCIPLE** subject to:

1.1.1 The prior completion of a Section 106 Legal Agreement to secure:

- i) A commuted sum towards the off-site provision of affordable housing;
- ii) A financial payment to fund the provision of primary school education within the vicinity of the site;
- iii) The provision of on-site construction training and a financial contribution to cover the cost of training monitoring;
- iv) The Council's monitoring fee.

1.1.2 The conditions as set out below and for the following reason:

The proposal is essential to secure the substantial public benefit of the regeneration and bringing back into a viable use of a prominent site, which has been in an increasing state of dereliction over a number of years. The proposal includes the restoration of the clock tower, this being the most significant feature of the site and a prominent landmark in the Conservation Area. The proposed development would make a significant contribution to the Borough's housing supply.

These substantial public benefits would outweigh the substantial harm resulting from the loss of significant historic buildings within the Conservation Area. It is considered that it has been satisfactorily demonstrated that the scheme would not be viable if the level of affordable housing and S106 contributions required is applied, and that, on balance, the reduced overall level of contributions would be outweighed by the environmental and social benefits of the proposal. The development is therefore considered in accordance with Policies S3, S10, H1 and BN5 of the West Northamptonshire Joint Core Strategy, Policies E20 and E26 of the Northampton Local Plan and the aims and objectives of the National Planning Policy Framework.

- 1.2 It is also recommended that in the event of the Section 106 Legal Agreement not being completed within three calendar months of this Committee meeting, in addition to being able to grant planning permission as recommended above, the Director of Regeneration, Enterprise and Planning be given delegated authority to either refuse or finally dispose of the application (at his discretion) on account of the necessary mitigation measures have not been secured in order to make the proposal acceptable in line with the requirements of Policy INF2 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

## **THE PROPOSAL**

- 2.1 The proposal is to demolish the existing ward blocks, replacing them with apartment buildings of a similar scale and design, maintaining the symmetry of the site. A total of 235 no. of dwellings (including 98 houses and 137 apartments) is proposed, ranging from 1 to 4 bedroom dwellings.
- 2.2 To the front of the new apartments, two blocks of townhouses are proposed. The clock tower would be retained and converted into apartments up to 6-storeys in height. The administration block to the front of the site would also be retained and converted into a block of apartments. A public square is to be created between the administrative block and the clock tower with formal hard and soft landscaping.
- 2.3 Building heights would vary from 3-storey town houses to the front facing St Crispin Drive, to 4-storey apartment blocks to the rear of the site. There would also be 2-storey cottages and coach houses within the development. The buildings would be finished in bricks with a reconstituted slate roof and with UPVc windows and pre-cast concrete cills.
- 2.4 Access to the site would be via St Crispin Drive. On-site surface parking spaces (121 spaces) are proposed together with two underground car parks (218 spaces) to serve the residents.

## **SITE DESCRIPTION**

- 3.1 The site is occupied by buildings which formed part of the former St Crispins Hospital. The site area is around 2.85 hectares. The buildings on site were left vacant following the closure of the hospital in around 1995. At the heart of the site is the clock tower, and either side of this are the ward blocks. To the rear of the clock tower are the remains of the theatre which was destroyed in a fire. To the front of the clock tower is the administration block. The fabric of the buildings is deteriorating rapidly and has become a magnet for vandalism and anti-social behaviour.
- 3.2 The site falls within the boundary of the St Crispin Hospital Conservation Area. None of the buildings are listed. There are existing residential properties to the north east, north and west boundary of the site, with landscaped parkland to the south.
- 3.3 In terms of topography, from the St Crispin Drive frontage back to the rear boundary (north-south) the site is largely flat with the clock tower building sitting on a plinth approximately 1m high.

## **PLANNING HISTORY**

- 4.1 97/0566 – Outline application for residential development with hotel, local shopping, community & employment facilities & the provision of highways and infrastructure - Approved 12/11/02.
- 4.2 N/2004/1542 - Retention of children's block, male and female wings, central tower and theatre, conversion into 127no. residential units and commercial space. Erection of 168no. new residential units and basement car park (300 spaces). Demolition of part of main building - approval of reserved matters. Approved 02/03/05.
- 4.3 N/2013/0735 - Construction of 20 no. 3 storey terraced dwelling houses, basement car park, stair access to basement car park, 1 storey basement access building and all associated site works. Finally disposed of 17/02/15.
- 4.4 N/2015/0380 - Demolition of parts of external walls of 1<sup>st</sup> floor and 2<sup>nd</sup> floor of brick building. Approved 09/07/15.

## **PLANNING POLICY**

### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and the Northampton Local Plan (1997) saved policies.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities when considering development to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

### **5.2 National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Paragraph 14 advises at the heart of the NPPF is a presumption in favour of sustainable development.

Paragraph 17 sets out core planning principles that include seeking to secure high quality design and a good standard of amenity for existing and future occupiers; encouraging the effective use of land by using brownfield sites; managing patterns of growth to make fullest use of sustainable transport methods and in sustainable locations.

Paragraph 49 advises that housing applications should be considered with a presumption in favour of sustainable development.

Para 56 – Good design is a key aspect of sustainable development.

Para 131 - In determining planning applications, local planning authorities should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to

sustainable communities including their economic vitality; and

- The desirability of new development making a positive contribution to local character and distinctiveness.

Para 132 - 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.

Para 133 - 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 loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- The nature of the heritage asset prevents all reasonable uses of the site; and
- No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

Para 136 - Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

### 5.3 **West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

Policy S3: Scale and Distribution of Housing Development – provision will be made for about 18,870 dwellings in the plan period 2011 to 2029.

Policy S10 – development will achieve the highest standards of sustainable design.

Policy H1: Housing Density and Mix and Type of Dwellings – new housing development will provide for a mix of house types, sizes and tenures having regard to the character of the area; accessibility to services and facilities and public transport; living conditions of future residents and impact on amenity of occupiers of neighbouring properties.

Policy H2: Affordable Housing – required to be provided at 35% on sites of 15 dwellings or more.

Policy BN5 – designated heritage assets & their setting will be conserved and enhanced.

Policy INF1: Approach to Infrastructure Delivery – new development will be supported by and provide good access to infrastructure. Where development generates a need for new infrastructure developers will need to demonstrate that provision will be made to meet the necessary requirements arising from that development.

INF2 – Contributions to Infrastructure Requirements – new development will only be permitted if the necessary on and off-site infrastructure required to support and mitigate its impact is already in place or there is a reliable mechanism to ensure it will be delivered.

### 5.4 **Northampton Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

Policy E20 – design to reflect character of surroundings

Policy E26 – permission for development will be granted as long as new development preserves or enhances the character and appearance of the area; does not include the demolition of buildings making a significant contribution to character /appearance

## 5.5 **Supplementary Planning Documents**

Planning out Crime in Northamptonshire SPG 2004

## 6. **CONSULTATIONS/ REPRESENTATIONS**

Comments received are summarised as follows:

6.1 **Highways England** – No objection.

6.2 **Construction Futures** – Request training weeks and a financial contribution.

6.3 **Environment Agency** – No objection.

6.4 **Police Crime Prevention Design Adviser** – Happy with the revised layout. Planning conditions should be imposed regarding boundary treatments, hard and soft landscaping.

6.5 **Local Highway Authority** – Concerns remain in respect of the Transport Assessment (*there will be an update on this matter in the Committee Addendum*); Conditions are required in respect of a Travel Plan, Construction Management Plan and for details of a management company to manage private streets.

6.6 **Historic England** - Welcome retention and restoration of the clock-tower and administration buildings, but consider that the demolition of the ward blocks would result in substantial harm to the significance of the St Crispin Conservation Area that has not been adequately justified. A viability assessment and condition survey will be necessary if claims that retention of the ward blocks is unviable are to be justified.

6.7 **Arboricultural Officer** - Concerns raised in respect of the Arboricultural Method Statement. Comments on the revised statement are awaited and will be reported to the Committee by means of the Addendum.

6.8 **NBC Environmental Health** – Conditions are required regarding mitigation of contaminated land.

6.9 **Lead Local Flood Authority** - The impacts of surface water drainage have been adequately addressed at this stage, subject to conditions regarding drainage matters.

6.10 **NBC Housing Strategy** – Further information is required setting out the reasons why no affordable housing provision is proposed, accompanied by a viability assessment. (Following the viability assessment report has been verified by an independent consultant, the scheme is found to be able to support the provision of off-site affordable housing provision in the form of a contribution).

6.11 **NCC Development Management** – Contributions are requested for Education and Libraries. Fire hydrants should be required by condition. Ducting for broadband should be installed.

- 6.12 **NBC Conservation** - Loss of the principal building will remove the backbone of the Conservation Area, undermining the historic significance of the area and setting of other associated Listed Buildings. Retaining the clock tower and administration block will result in isolated buildings, disassociated from the complex of which they were component parts. The development will not preserve or enhance the character of the conservation area. The supporting information does not adequately demonstrate the loss of the building is the only option or that the proposed redevelopment offers substantial public benefit which outweighs the harm caused.
- 6.13 **Upton Parish Council** – no objections to the application.
- 6.14 **Anglian Water** – recommend planning conditions regarding foul and surface water drainage.
- 6.15 Three Representations were received from the occupiers of neighbouring properties at South Meadow Road. The points raised are summarised as follows:
- Should be in keeping with current ward blocks
  - What consideration will there be for current home owners?
  - Support the plans for redevelopment although sad to see the ward blocks go
  - Should consider opening up Kent Road to traffic
  - Must ensure there is ample parking
  - Concerned about damage to neighbouring blocks from demolition
  - Must have proper consideration of additional traffic

## **APPRAISAL**

- 7.1 The main issues to consider in this case are the impact of the proposals on the character and setting of the conservation area, residential amenity, highway impact, and, in particular, whether the demolition of significant buildings is justified to secure the public benefit of the regeneration of the site.

### **Principle of the Use**

- 7.2 The site is designated as a Proposed Primarily Residential Area in the Northampton Local Plan, however none of the policies associated with this designation have been saved.
- 7.3 Nevertheless, this designation does indicate the proposed use of the site for residential is acceptable and will contribute to the Borough's housing land supply.
- 7.4 In addition, there have been previous planning approvals for residential development on the site. Most recently was application no. N/2004/1542. This scheme was constructed in part.
- 7.5 This consented scheme comprises the retention of the ward blocks, conversion of the clock tower and theatre into 127 new residential units and the construction of a further 168 residential units, all flats as well as commercial space.
- 7.6 It is considered, therefore, that the principle of residential use is well established.

### **Assessment of the impact of the loss of heritage assets on their significance**

- 7.7 The site is located within the St Crispin Conservation Area and also designated as a Locally Important Landscape Area in the Local Plan, in respect of which Policy E9 is relevant.
- 7.8 Since the designation of the Conservation Area, the area has undergone significant change from the development of housing across the site, which has altered the setting of the historic buildings by placing them in less of a parkland setting.

- 7.9 In terms of the impact on the Conservation Area, it is recognised that the buildings which would be demolished are significant features which contribute to the setting of the area and also recognition and interpretation of its historic significance.
- 7.10 The loss of these buildings would therefore clearly result in substantial harm to the significance of the heritage asset, as a significant part of this would be demolished. However, it is not considered that this would represent total loss of the significance of the asset, as the key feature of the site, the clock tower and the administration block would remain.
- 7.11 Nevertheless, due to the substantial harm, the tests as stated in Paragraph 133 of the NPPF must be applied. This paragraph states that planning permission should be refused unless it can be demonstrated that the harm or loss to the heritage asset is necessary to achieve substantial public benefits that outweigh the harm or loss.
- 7.12 In this respect, it must be recognised that whilst the buildings do represent a significant heritage asset due to their historic association, the buildings are in a very poor condition at present and have been the subject of vandalism and anti-social behaviour. In particular, one of the blocks was significantly damaged by fire and resulted in the need to be part demolished due to health and safety reasons. Whilst it would be possible in theory to restore all the buildings and convert them to residential use, the economic realities of the situation must be taken into account.
- 7.13 In this regard a viability assessment has been carried out by the applicant. This has been examined by independent experts. The conclusion is that the viability of the scheme would be negatively affected if the conversion, as opposed to the demolition, of the ward blocks is required.
- 7.14 The loss of the heritage assets and the harm which would result from this must therefore be balanced against the likely outcome if this application were to be refused. Whilst the loss of the heritage assets would thereby be prevented, this would not assist in ensuring their restoration and ultimate re-use. Based on the current state of the site and the buildings, it is very likely that the remaining buildings including the administration building and the clock tower would be lost in the medium term if no intervention occurs. Whilst the existing Section 106 agreement, in respect of the previous permission as referred to in paragraph 7.4 above, does include a clause requiring remediation to the main building which is still enforceable, this does not require the conversion of the buildings. Long term maintenance works on a building not in viable economic use clearly have a financial burden which cannot be sustained in the long term.
- 7.15 It is considered, therefore, that a more pragmatic approach needs to be adopted. To this end, officers have been in discussion with the site owners for a protracted period of time and it is from these discussions that the current scheme has evolved.
- 7.16 The current scheme does result in the loss of the historic buildings. Whilst the loss of these buildings would now seem inevitable, the merits of the replacement buildings are of course a further consideration.

#### **Design / Layout and impact on the Conservation Area**

- 7.17 The proposed buildings would have a design which reflects the appearance of the historic blocks, but does not attempt to exactly replicate these buildings.
- 7.18 The proposed buildings consist of four storey apartment buildings, in place of the original ward blocks. These would be of a similar design and massing to the buildings which they would replace.
- 7.19 To the front of these apartment blocks would be housing in two parcels, each comprising housing along four sides of a square block. This housing would be mainly three storeys in height, apart

from those close to the neighbouring development at Ashlar, where the height would be two storeys in order to minimise the impact on this existing neighbouring block.

- 7.20 Both of the administration block and the clock tower will be converted into apartments. As for the clock tower, a total of 12 apartments (6 x 1-bed and 6 x 2-bed) will be provided, including one apartment that occupies 5 different levels within the actual clock tower. The remainder of the site will have buildings finished in brick with a slate roof. The end of some of the apartment blocks will contain a feature hipped roof to add architectural interest.
- 7.21 It is considered that the proposed blocks of apartments and houses are of an appropriate scale and design which would be in keeping with the street scene and the character and appearance of the Conservation Area, and would complement the setting of the area.

### **Impact on adjoining occupiers**

- 7.22 In terms of the impact on adjoining and nearby occupiers, the proposed buildings are generally remote from the nearest residential occupiers. Where this is not the case, in respect of the properties opposite at 87 to 93 St Crispin Drive, an adequate separation distance of over 16m between facing windows is provided. In the case of the adjacent block at Ashlar, the proposed buildings have been offset from the windows of this neighbouring block which face towards the site and are reduced to two storeys in height to minimise overshadowing
- 7.23 The proposed development would markedly improve the condition of the site and enhance residential amenity of the nearby areas.

### **Highway Issues**

- 7.24 The layout of the highways in the site has been subject to several amendments at the request of the Local Highway Authority but is now considered to be acceptable.
- 7.25 Access to the site will be via St Crispin Drive and adequate on-site parking spaces are provided including visitor spaces. In addition, two underground car parking areas are proposed which would enhance the general character of the area as substantial amount of spaces will be hidden from public view. The internal link roads will be privately managed and a management company will be managing the apartments and clock tower and will also look after the common areas and landscaping/open space.
- 7.26 The proposal would provide good pedestrian links to the surrounding areas including the parkland to the south, although links to the adjacent development at Ashlar would not be possible due to the fact that this forms part of a private estate.
- 7.27 However, there are still outstanding concerns from the Local Highway Authority in respect of the submitted transport assessment. Discussion is on-going between the applicant and the Highway Officers and the Committee will be updated on the matter via the Addendum.

### **Landscape / Views**

- 7.28 The existing buildings, in particular the clock tower, form a prominent feature within the landscape and form important views in the area and for some considerable distance around the site, with the clock tower being visible several miles away from various viewpoints.
- 7.29 In this respect, it is considered critical that the clock tower itself is retained which will preserve the principal views of the site, both from the immediate vicinity and more distant views. This forms part of the proposal and a condition is proposed which would ensure that this is constructed as proposed, as discussed further below.

- 7.30 In terms of the replacement buildings, these would be of a generally similar scale to the buildings which would be demolished and therefore these would sit comfortably within the landscape and would provide an appropriate setting to the preserved clock tower and the administration block. This would enhance the area and prevent further deterioration.

### **Drainage**

- 7.31 Following on from initial concerns raised by the Lead Local Flood Authority (LLFA), amendments have been made to the flood risk assessment and it has now been confirmed by the LLFA that the development is satisfactory in terms of flood risk, subject to an appropriate condition for a surface water drainage scheme, which has been combined with that requested by Anglian Water.

### **Security**

- 7.32 Initially, concerns were raised by the Police Crime Prevention officer regarding various aspects of the security of the site. These concerns have been addressed by amendments to the plans and it has now been confirmed that the details are acceptable, subject to conditions regarding landscaping and boundary treatment.

### **Ecology**

- 7.33 As the site has fallen into a derelict state it has become a habitat for wildlife, as indicated in the ecological appraisal submitted with the application. This sets out the mitigation which would be appropriate and a condition is proposed requiring that these are put in place.
- 7.34 The scheme would result in the loss of some mature trees and it is regrettable. However, in order to achieve the layout and design of this scheme and to make sure that the scheme is viable, this loss of trees is unavoidable. However, there will be additional planting to be provided within the site and a condition on landscaping provision will be imposed.

### **Section 106 Contributions and Affordable Housing**

- 7.35 National Planning Guidance advises that a site is viable if the value generated by its development exceeds the costs of developing it and also provides sufficient incentive for the land to come forward and the development to be undertaken. A flexible approach should be taken in seeking levels of planning obligations and other contributions to ensure that the combined total impact does not make a site unviable. Policy H2 of the JCS sets out a requirement for affordable housing at 35% for developments of 15 or more dwellings. This would equate to a requirement of 83 units within the development being affordable.
- 7.36 The County Council has requested a financial payment towards the provision of primary school education within the vicinity, which would normally be required and secured by a legal agreement. Comments from the County Council also request financial contributions for libraries. There is no policy basis for such payments and it is not clear how they would conform with the statutory tests set out in CIL Regulation 122. Such contributions are not therefore proposed to be requested.
- 7.37 A request has also been made for the provision of on site construction training and a contribution towards the cost of this, which again would normally be secured by a means of a legal agreement.
- 7.38 A viability assessment has been produced in respect of the viability of retaining the historic buildings. This has been examined by independent experts and it has been concluded that the scheme would be unviable if conversion of the blocks was required. It has further been concluded that the current scheme would be able to provide contributions towards primary education and

construction training and would also leave a further sum which, whilst not providing for the full level of on-site affordable housing, could be used to contribute towards off-site provision of affordable housing. It is considered that on balance the level of planning obligations is acceptable and would allow the scheme to come forward in a timely manner, which would facilitate the retention of the important landmark clock tower and administration blocks. In addition, the proposal will contribute towards the Borough's housing land supply.

- 7.39 It is recommended, therefore, that the application should be approved subject to the completion of a legal agreement requiring contributions towards primary education, the provision of on site construction training and also a commuted sum to be spent on affordable housing within the Borough.

## **CONCLUSION**

- 8.1 It is considered that the broad principle of the development is acceptable and would result in significant public benefit in bringing a long-term vacant and derelict site back into a viable use, and also restoring the clock tower, a significant feature of the town as a whole, and the administration block, another prominent building within the site.
- 8.2 Whilst the loss of the historic buildings on the site is unfortunate, It has been indicated by means of the viability assessment that their restoration would not be economic and therefore it is considered that in the interests of saving what could be economically saved, rather than allowing the site as a whole to fall into a state from which it cannot be restored, that the loss must be accepted.
- 8.3 In order for the demolition of the historic buildings to be acceptable, the construction of their replacements as specified in this application must be ensured. This is a requirement of Para 136 of the NPPF as quoted above. In the absence of any mechanism for this, the site would be in a worse state following the demolition works, and this would be left open to proposals of less appropriate new build. A condition is therefore proposed which would require the submission of a phasing plan and also that the phasing specified is adhered to.

## **9. CONDITIONS**

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the attached schedule of approved plans.

Reason: For the avoidance of doubt and to accord with the terms of the planning application.

- (3) Full details of the method of the treatment of the external boundaries of the site together with individual plot boundaries shall be submitted to and approved in writing by the Local Planning Authority, implemented prior to the first occupation of the buildings hereby permitted and retained thereafter.

Reason: To ensure that the boundaries of the site are properly treated so as to secure a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

- (4) No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a detailed scheme of hard and soft landscaping for the site. The

scheme shall include, where present, the location and species of any existing trees and hedgerows on the land and details of any to be retained.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy. This is a pre-commencement condition to ensure the existing trees on the site are protected during construction.

- (5) All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the building or the completion of the development, whichever is the sooner, and which shall be maintained for a period of five years; such maintenance to include the replacement in the current or nearest planting season whichever is the sooner or shrubs that may die are removed or become seriously damaged or diseased with others of similar size and species.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

- (6) Details of all proposed external facing materials shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the development will harmonise with its surroundings in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

- (7) Works for the demolition of the buildings or part of the building forming part of the development hereby permitted shall not be commenced before a valid contract for the carrying out and completion of works of redevelopment of the site for which planning permission has been granted has been entered into, and evidence of that contract submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the demolition is followed by immediate rebuilding and to maintain the character and appearance of the Conservation Area. In accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

- (8) No development shall take place until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. No hard standing areas shall be constructed until works have been carried out in accordance with the surface water strategy so approved. The details of the scheme shall include:

a) Details (i.e. designs, diameters, invert and cover levels, gradients, dimensions and so on) of all elements of the proposed drainage system, to include pipes, inspection chambers, outfalls/inlets and attenuation basins

b) Cross sections of all control chambers (including site specific levels mAOD) and manufacturers' hydraulic curves for all hydro brakes and any other flow control devices.

Reason: To prevent the increased risk of flooding, both on and off site, by ensuring the satisfactory means of surface water attenuation and discharge from the site. In accordance with the National Planning Policy Framework. This is a pre-commencement condition to ensure timely submission of details.

- (9) No development shall take place until a detailed scheme for the maintenance and upkeep of every element of the surface water drainage system proposed on the site has been submitted to and approved in writing by the Local Planning Authority and the maintenance plan shall be carried out in full thereafter. This scheme shall include details of any drainage elements that will require replacement within the lifetime of the proposed development.

Reason: In order to ensure that the drainage systems associated with the development will be maintained appropriately and in perpetuity, to reduce the risk of flooding due to failure of the drainage system. This is a pre-commencement condition to ensure timely submission of details.

- (10) No development shall commence until a foul water strategy has been submitted to and approved in writing by the Local Planning Authority. No dwellings shall be occupied until the works have been carried out in accordance with the foul water strategy so approved unless otherwise approved in writing by the Local Planning Authority.

Reason: To prevent environmental and amenity problems arising from flooding. In accordance with the National Planning Policy Framework. This is a pre-commencement condition to ensure timely submission of details.

- (11) Prior to the first occupation of any unit of the proposed development the applicant shall provide a full Travel Plan for written agreement by the Local Planning Authority, in accordance with the agreed Framework Travel Plan dated June 2016 submitted with this application. The measures identified shall thereafter be carried out in accordance with a timetable to be included in the full Travel Plan.

Reason: In order to prevent any adverse impact on the highway network as a result of the development, in accordance with the National Planning Policy Framework.

- (12) Prior to commencement of development a Construction Environment Management Plan shall be submitted to the Local Planning Authority for agreement in writing, after which any demolition, site clearance and construction shall be carried out in accordance with the agreed Construction Management Plan. The CEMP should include (but not be limited to):

- Details of the proposed construction access to the site
- Details of routing to / from the site
- Details of hours of operation and delivery times
- Details of any wheel washing and other measures to prevent the discharge of dust and other materials onto the public highway.

Reason: In order to prevent any adverse impact on the highway network as a result of the development, in accordance with the National Planning Policy Framework.

- (13) In the event of any of the streets associated with the residential element of this proposed development are not being proposed for adoption as public highway, the following conditions apply;

- Details of a site management company and associated management and maintenance methodology of the streets within the development, to operate in perpetuity, will be submitted to the planning authority and agreed in writing prior to the commencement of development;
- The streets will in any event be required to be laid out and constructed to adoptable standards to ensure safe and practical operation, prior to first occupation of any dwelling;

- Prior to commencement of development any vehicular access to the site from the public highway shall be implemented as standard vehicle cross-overs (not a radii junction).
- That prior to first occupation of any dwelling a legal undertaking is provided by the developer that the streets will not be put forward for adoption and will remain private in perpetuity; and,
- That the streets will be identified as private through the use of appropriate private street name plates on the entrances to the development from the public highway (to be placed within the site).

Reason: In order to ensure a satisfactory standard of development, in accordance with the National Planning Policy Framework.

- (14) Prior to the commencement of any development including demolition on site, a phasing plan detailing the programme of works for the demolition and for the development of the site shall be submitted to and approved in writing by the Local Planning Authority. Development and demolishing works on site shall be carried out in accordance with the approved phasing plan.

Reason: For the avoidance of doubt and to ensure that demolition and development works on site would not prejudice the character of the Conservation Area to accord with Policy BN5 of the West Northamptonshire Joint Core Strategy. This is a pre-commencement condition to ensure that all works on site are carried out in a timely manner and to safeguard the character of the Conservation Area.

- (15) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no extensions or other form of enlargement to the dwellings hereby permitted, nor erection of porches, outbuildings, hardstandings, storage tanks, gates, fences, walls or other means of enclosure, shall take place.

Reason: To prevent overdevelopment of the site in accordance with Policies H1 and BN5 of the West Northamptonshire Joint Core Strategy, Policy of the E20 of the Northampton Local Plan and the National Planning Policy Framework.

- (16) Provision for the storage of refuse and materials for recycling shall be implemented in accordance with the details as shown on the approved plans prior to the first occupation or bringing into use of the buildings hereby permitted and thereafter retained.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with Policy E20 of the Northampton Local Plan.

- (17) Prior to the commencement of any work a strategy, which provides full details of measures for mitigation of the ecological impacts of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details.

Reason: In the interests of wildlife and nature conservation and promote biodiversity and in accordance with objectives of the NPPF. This is a pre-commencement condition to ensure that information is submitted in a timely manner.

## **10. BACKGROUND PAPERS**

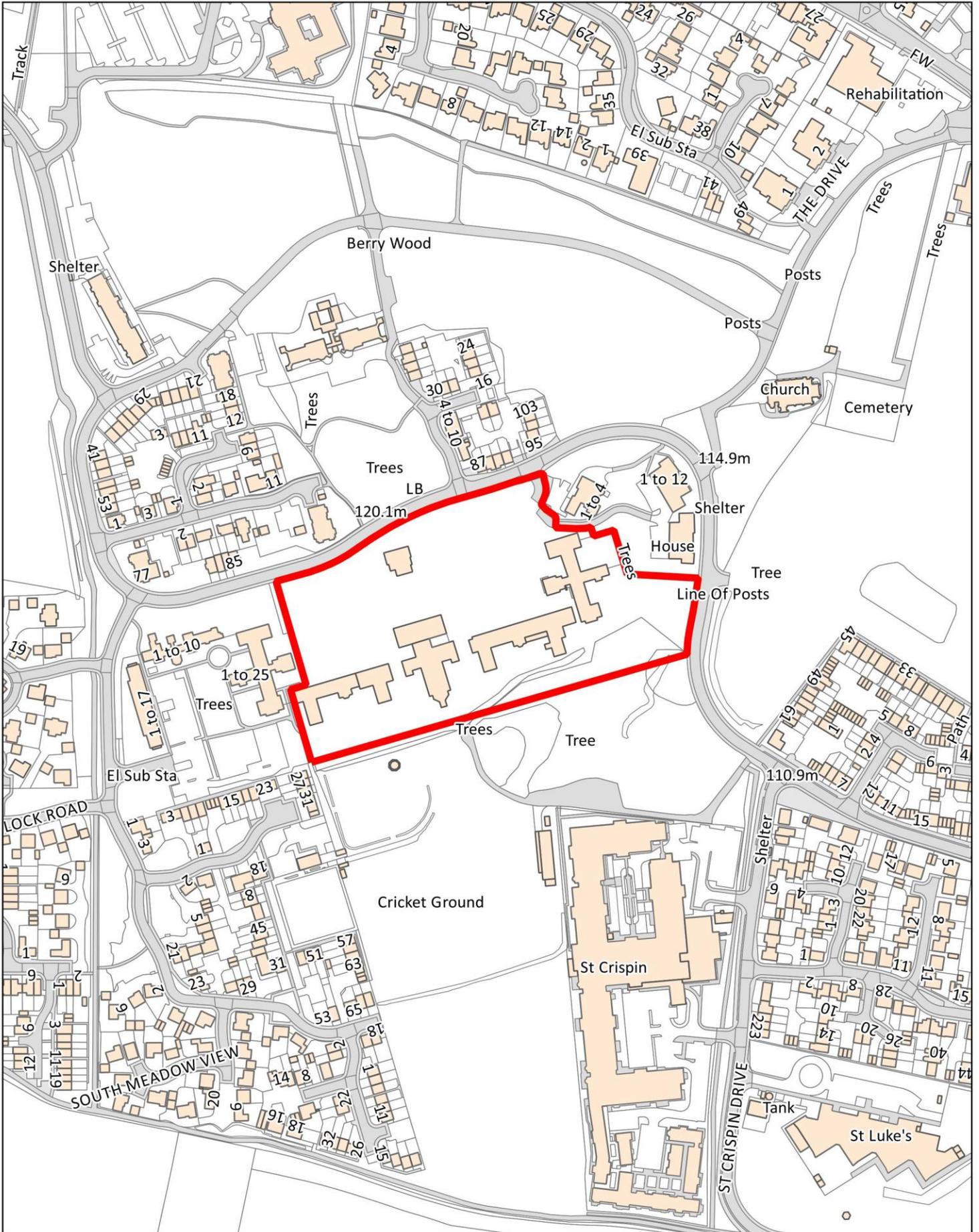
- 10.1 Application file N/2015/1454

**11. LEGAL IMPLICATIONS**

11.1 None

**12. SUMMARY AND LINKS TO CORPORATE PLAN**

12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.



Title: **Former St Crispin Hospital, Berrywood Road**

© Crown copyright and database rights 2016 Ordnance Survey licence no. 10019655

Date: 23-08-2016

Scale: 1:3,000

Drawn by: -----



**PLANNING COMMITTEE:** 6<sup>th</sup> September 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2016/0412

**LOCATION:** Development Land South Of Bedford Road Off , Liliput Road

**DESCRIPTION:** Demolition of farmhouse, associated buildings and the residential property of 'Little Norway'. Construction of two warehouse and distribution units (Use Class B8) with ancillary office accommodation, together with earthworks, access, service yards, parking arrangements, landscaping and other associated infrastructure including creation of footpath

**WARD:** Rushmills Ward

**APPLICANT:** Roxhill Developments Limited  
**AGENT:** Oxalis Planning Limited

**REFERRED BY:** Director of Regeneration, Enterprise and Planning  
**REASON:** Major application requiring S106 agreement

**DEPARTURE:** No

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

**1.1 APPROVAL IN PRINCIPLE** subject to:

**1.1.1** The prior completion of a S106 Agreement to secure:

- i) The submission and approval by the Council of a management plan to secure the implementation of the proposed landscaping buffer, together with a strategy for its ongoing maintenance throughout the life of the development and requirement for the landscaped buffer to be used for solely for this purpose;
- ii) A payment to enhance the bus services serving the site where 50 or more staff starting or finishing a shift are not within 15 minutes of an existing service to the Town Centre;
- iii) Two bus shelters at existing stops on Liliput Road near Scotia Close;
- iv) A scheme for the provision of construction worker training opportunities and a payment towards the operation of this programme;

- v) The Council's monitoring fee subject to the Director of Regeneration, Enterprise and Planning being satisfied the monitoring fee is necessary and of an appropriate scale

1.1.2 The Conditions set out in section 9 below and for the following reason:

The development would support the continued economic growth of Northampton and would provide additional employment opportunities. These significant public benefits would outweigh the less than substantial harm to heritage assets. Furthermore, subject to conditions and the legal agreement, the development would have a neutral impact upon the landscape and natural environment, residential and visual amenity, the highway system and flood risk. The development is therefore in conformity with the requirements of the National Planning Policy Framework; Policies BN2, BN5, S1, S7, S8 and S10 of the West Northamptonshire Joint Core Strategy; and Policies E9 and E20 of the Northampton Local Plan.

- 1.2 It is also recommended that in the event of the Section 106 Legal Agreement not being completed within three calendar months of this Committee meeting, in addition to being able to grant planning permission as recommended above, the Director of Regeneration, Enterprise and Planning be given delegated authority to either refuse or finally dispose of the application (at his discretion) on account that the necessary mitigation measures have not been secured in order to make the proposal acceptable in line with the requirements of Policies INF1 and INF2 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

## **2. THE PROPOSAL**

- 2.1 The application seeks planning permission to erect two warehouse buildings, which would be accessed via an extended Thomas Dachser Way. The first of these would be located to the north east of the site and would have a maximum height of 14.9m and a floor space of approximately 35,840 square metres. This building would be served by 286 car parking spaces (including 14 spaces for use by those with disabilities), parking for 72 lorries and storage for 40 bicycles. The warehouse would also include ancillary office accommodation and a gatehouse. The second warehouse would be sited to the south west of the site and would have a similar height to Unit 1. This element of the development would also feature an ancillary office building in addition to parking for 100 cars (including five spaces for use by those with disabilities), parking for 18 lorries and storage for 20 bicycles. The floor space of this particular unit would 11,176 square metres.
- 2.2 Both warehouses would feature a variety of ancillary structures typically associated with commercial developments, including smoking shelters, electrical substations and security fencing.
- 2.3 It is proposed that bunding be constructed between the buildings and the northern, eastern and south eastern boundaries of the site in order to provide some screening from the highway and Great Houghton village. The bunding has a varied height of between 8m and 13m. In addition, the bunding would have a varied form in terms of the top ridge and the gradient. The bunding would be supplemented by additional landscaping.
- 2.4 The positioning of the bunding is such that the aforementioned footpath would need to be diverted. Assuming this application is successful, a further application would need to be made pursuant to Section 257 of the Town and Country Planning Act in order to formally achieve this; however, it is necessary as part of this application to consider the merits of the diversion in terms of the impacts on accessibility and amenity.
- 2.5 In order to facilitate the development, the existing buildings at Little Norway and Martins Farm would be demolished.
- 2.6 This application was initially reported to the Planning Committee meeting held on the 26<sup>th</sup> July, where it was resolved to defer consideration of the application pending the submission of

additional information in respect of the impacts of the development on the conservation area, the level of highway mitigation, the economic benefits of the proposal and the assessment of alternative sites.

### **3. SITE DESCRIPTION**

- 3.1 The site is located to the south eastern side of Northampton and has an area of approximately 18.8 hectares in area and is adjacent to the allocated commercial area of Brackmills, although the site is predominantly in use for agricultural purposes. The agricultural land serves Martins Farm, which is sited to the north east of the site. Should the development proceed, the farm would be demolished. A further dwelling, Little Norway, sited to the south west of the site would also be demolished.
- 3.2 The topography of the site typically slopes and falls from its south-eastern side down to its north-western boundary that abuts the current industrial estate. The difference in ground levels at alternate ends of the site equates to as much as 19m. The area constitutes a broad river valley landscape with gently undulating valley slopes. The Brackmills Estate, to the northern-western side of the site, occupies a low-lying position in a natural, shallow bowl.
- 3.3 Great Houghton village is located to the eastern side of the site. Part of the boundary of the Great Houghton Conservation Area runs adjacent to the eastern boundary of the site for a distance of approximately 77m.
- 3.4 In terms of the site's relationship with the surrounding road network, Bedford Road (the A428) runs to the north of the site, although there would no direct access to the site from this highway. The development would be served by an extension to Thomas Dachser Way, which is a relatively new road, which links Liliput Road (one of the main entrances to Brackmills from Bedford Road) to recently constructed commercial buildings.
- 3.5 Public Footpath KU9, which links Great Houghton to Bedford Road at the edge of the Brackmills Estate, runs through the application site from its southeast corner to the northern boundary. A dismantled railway line, which now serves as a footpath and cycle route (National Cycle Route 6), runs the southern boundary of the site and is lined with trees and shrub vegetation. A further public right of way runs along the north-western boundary of the site and provides a footway/cycleway connection between Bedford Road and the Brackmills Industrial Estate.

### **4. PLANNING HISTORY**

- 4.1 N/2014/0068 – Demolition of farm house, associated farm buildings and two semi-detached industrial units. Erection of a strategic warehouse and distribution unit with ancillary outbuildings (totalling 60,108sq.m of floorspace), car parking, new site access off Liliput Road, attenuation ponds, infrastructure and landscaped bunding – Withdrawn
- 4.2 The above application was due to be reported to the Council's Planning Committee in July 2014, with a recommendation to approve; however, the application was withdrawn in advance of the committee meeting. The development proposed within this application is of a smaller scale.

### **5. PLANNING POLICY**

#### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application

comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

- 5.2 Section 66(i) of the Listed Building Act requires that the Local Planning Authorities, when considering any listed building consent application or any planning application for development that affects a listed building or its setting, to 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.
- 5.3 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that Local Planning Authorities pay special attention in the exercising of planning functions to the desirability of preserving or enhancing the character or appearance of a conservation area.

#### 5.4 **National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

- 5.5 Paragraph 14 of the NPPF states that the planning decisions should result in the approval of planning applications, where they conform with the requirements of the development plans and in cases where the development plan is absent, silent or out of date, the application should be approved provided that the benefits significantly and demonstrably outweigh any adverse impacts unless the development is contrary to the requirements of the NPPF.
- 5.6 Paragraph 17 sets out the overarching aims of the planning system and in particular identifies that there is a need to take into account the different roles and characters of areas, whilst recognising the intrinsic character of the countryside. In addition, it is necessary to secure high quality design and a good standard of amenity. It is also a requirement to proactively drive and support sustainable economic growth in order to deliver the needed business and industrial developments.
- 5.7 This requirement is elaborated within paragraph 18 where it is stated that there is a commitment to securing economic growth through the creation of jobs, whilst in paragraph 20 it is noted that there is a requirement for Local Authorities to support development which meets the needs of modern businesses.
- 5.8 Paragraph 32 states that developments should only be resisted in those instances where there would be a severe cumulative impact on the transport system. The implication of this is that schemes where there would be a neutral impact on the highway system or where there would be an impact that can be successfully mitigated (such as through planning conditions or a legal agreement) thereby creating a nil detriment scheme are therefore acceptable.
- 5.9 Paragraph 35 requires that new developments accommodate the efficient delivery of goods and supplies, whilst creating safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.
- 5.10 Of further relevance is paragraph 109, which requires the protection and enhancement of landscapes in addition to minimising impacts on biodiversity and providing net gains in biodiversity where possible. Planning decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development in accordance with Paragraph 123 and should limit the impact of light pollution in accordance with Paragraph 125.

5.11 Paragraph 131 states that Local Planning Authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets. 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 (paragraph 132); consent should be refused when substantial harm to or total loss of significance would be caused unless substantial public benefits would be achieved (paragraph 133). The effect of an application upon the significance of a non-designated heritage asset shall be taken into account with balanced judgement being required in decision-making as regards the scale of any harm or loss to its significance (paragraph 135).

#### 5.12 **West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

5.13 Policy S1 – 'The Distribution of Development' requires that development be concentrated primarily in and adjoining the principal urban areas of Northampton.

5.14 Policy S7 – 'Provision of Jobs' requires that provision will be made for a minimum net increase of 28,500 jobs in the period 2008-2029 in order to maintain a broad balance between homes and jobs and to maintain a diverse economic base.

5.15 Policy S8 – 'Distribution of Jobs' requires the majority of new job growth to be concentrated within the principal urban area of Northampton.

5.16 Policy S10 – 'Sustainable Development Principles' requires development to achieve the highest standards of sustainable design.

5.17 Policy BN1 – 'Green Infrastructure' requires that measures to enhance existing and provide new green infrastructure provision be designed and delivered sustainably.

5.18 Policy BN2 – 'Biodiversity' requires that the ecological assessment of sites be carried out where development has the potential to harm sites of ecological importance and states that development will be supported when a net gain in biodiversity is achieved.

5.19 Policy BN4 – 'Upper Nene Valley Gravel Pits Special Protection Area' requires that new development will need to demonstrate that there will be no significant adverse effects upon the integrity of the Special Protection Area.

5.20 Policy BN5 – 'The Historic Environment and Landscape' requires that the settings and landscapes of designated and non-designated heritage assets will be conserved and enhanced in recognition of their individual and cumulative significance. Heritage and landscape features, such as conservation areas and significant historic landscapes, that contribute to the character of an area should be sustained and enhanced.

5.21 Policy INF2 – 'Contributions to Infrastructure Requirements' requires that development will only be permitted if the necessary on and off-site infrastructure that is required to support it, and mitigate its impact, is either already in place, or there is a reliable mechanism in place to ensure that it will be delivered

#### 5.22 **Northampton Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

- 5.23 E9 – ‘Locally Important Landscape Areas’ requires special importance to be attached to the effect of proposed development upon the landscape.
- 5.24 E20 – ‘New Development’ requires the design of any new built development to adequately reflect the character of its surroundings and to ensure adequate standards of privacy, daylight and sunlight.
- 5.25 E26 – ‘Conservation Areas’ requires development to either preserve or enhance the character and appearance of designated conservation areas.

5.26 **Supplementary Planning Documents**

Developer Obligations

**6. CONSULTATIONS/ REPRESENTATIONS**

Comments received are summarised as follows:

- 6.1 **Archaeology Advisor (NCC)** – Object to the development on the grounds that it would have an adverse impact on heritage assets; however, if permission is forthcoming, it should be subject to a condition requiring archaeological investigation prior to development commencing.
- 6.2 **Conservation (NBC)** – The proposed development would harm the character and significance of the Great Houghton Conservation Area through the loss of its setting of open countryside and the setting of listed building. The harm would be significant and would be substantial. In line with planning policy, permission should be refused unless it can be demonstrated that the harm is outweighed by substantial public benefits.
- 6.3 **Ecology Advisor (NCC)** – Broadly satisfied with the submitted information in respect of ecology matters.
- 6.4 **Environmental Health (NBC)** – In the event of permission being granted, it is recommended that conditions are imposed in respect of contamination investigation, unexpected contamination, noise controls and lighting.
- 6.5 **Highways Agency** – No objections.
- 6.6 **Highway Authority (NCC)** – In the event of an approval, planning conditions are required in order to secure precise details relating to the proposed highway works, a travel plan and a Construction Environment Management Plan and a legal agreement to secure works to encourage more sustainable means of travel.
- 6.7 **Lead Local Flood Authority (NCC)** – No objections, subject to conditions relating to the submission of a drainage strategy and the agreement of a strategy for maintaining the drainage system.
- 6.8 **Natural England** – There are no objections in terms of the impacts on the Upper Nene Valley Gravel Pits and the inclusion of green infrastructure within the development is welcomed. In addition, the retention of matters such as boundary trees, along with the creation of new habitat areas and tree planting would help to retain and enhance important links to the wider countryside for a variety of species. The development may provide opportunities to include features that are beneficial to wildlife, such as nest boxes.
- 6.9 **Northamptonshire Police Crime Prevention Design Advisor** – In order to minimise opportunities for crime, it is recommended that a gate is installed at the rear path to Unit 2.

- 6.10 **Historic England** – Planning permission should only be granted unless the Council is fully satisfied that the harm to heritage assets, including the Great Houghton Conservation Area and the loss of the ridge and furrow landscape is outweighed by substantial public benefits.
- 6.11 **Rt. Hon. Andrea Leadsom MP** – There is significant concern arising from the development, which would impact on the local community. The development is contrary to the requirements of the Local Plan. There is a need for infrastructure to be in place in advance of development coming forward.
- 6.12 **County Councillor P. Larratt** - The whole area of this proposed development has been considered the buffer between the village of Great Houghton and Brackmills for many years, and was identified as such in the original Local Plan. Saved policy E9 of the Local Plan, that allocates the site as green space, is very much a material consideration and policy BN1 of the Joint Core Strategy clearly applies across the entire site. The development will destroy one of the last features of ridge and furrow landscape within the Borough. There would be an adverse impact on heritage assets and destroy the setting of Great Houghton. The proposal would bring industrial activity closer to the village, causing additional noise and air pollution thereby detracting from the character. Alternative sites are being developed, which could accommodate the proposed development and whilst commercial development is necessary it shouldn't be at the expense of amenity, the historic environment and the character of the area.
- 6.13 **Great Houghton Parish Council** – Object due to the detrimental impact that the development would have on the rural setting of Great Houghton and its conservation area. The development would also have a significant detrimental impact upon the amenities of residents. This land is wholly unsuitable for a development of this scale and type. It is considered that the applicant's assessment regarding the weight that can be given to Policy E9 of the Local Plan is unconvincing. The development fails to comply with the requirements of National and Local Planning Policies.
- 6.14 **Hardingstone Parish Council** – No objections.
- 6.15 15 letters of objection have been received. Comments can be summarised as:
- The proposal does not represent sustainable development
  - The development has limited economic and social benefits to the community
  - There would be a detrimental impact on residential amenity, the natural environment and the historic environment.
  - The economic impacts of the proposal are overstated.
  - The development represents the loss of open countryside and is a locally important landscape
  - The scale of the proposed green area is small.
  - The Local Plan is still a material consideration and should be given significant weight.
  - The development would have an adverse impact upon the highway system
  - There are no improvements to the wider cycle network.
  - The diverted footpath would increase distances for pedestrians
  - Excessive noise would be generated, particularly as there would proposal would operate on a continual basis.
  - Increased air and light pollution would occur.
  - The development would have an adverse impact upon wildlife.
  - The ongoing maintenance of the landscaping is questioned.
  - The development could be accommodated within existing units in Brackmills.
- 6.16 At the time of preparing this report, the consultation period for the additional information recently submitted was on going. As a consequence, any further responses in addition to those described

above, will be reported to Committee by means of the addendum, which will be circulated to members prior to the meeting commencing.

## **7. APPRAISAL**

### **Principle of the development**

- 7.1 It is recognised that the development is allocated as green space within the Local Plan; however, the relevant policy has since been superseded by the West Northamptonshire Joint Core Strategy (JCS). Policy BN1 identifies the site as forming part of a Green Infrastructure Corridor and requires that such corridors are incorporated into proposed development and that long term strategies for the management of green infrastructure are delivered. In the case of this particular proposal, the loss of trees on site (which are not of particularly significant species) would be replaced by good quality trees, which would represent an ecological improvement. Furthermore, the general poor quality grasslands would be replaced by species that are of a good ecological quality and would be of a type that could be characterised by old meadow and pasture types that have seen a reduction in occurrence since the 1960s due to changes to drainage, ploughing and re-seeding and from the use of high rates of fertilisers. In addition to these physical works, the developer would enter into a Section 106 Legal Agreement which would require the submission and agreement of a management strategy for the site's green infrastructure and for this to be retained throughout the life of the development.
- 7.2 Therefore, whilst the specific allocation of the Local Plan is noted, the more recent JCS should carry the greatest weight. It is notable that the Policy BN1 doesn't form a bar to development; however, seeks improvements and maintenance where that development takes place. In this specific instance, the current ecological value of the greenspace is limited and if this development were to proceed, enhancements would be secured as would the ongoing maintenance of this green space. This represents an improvement over the existing situation and in light of this conclusion, it is considered that the breach of the Local Plan allocation should not warrant a refusal of this planning application.
- 7.3 Policy E9 of the Northampton Local Plan is material to the consideration of the application. This policy allocates the area north of the disused railway line and south of Bedford Road as being a locally important landscape area. This area expands to the east of the application site. The reason for the allocation is summarised as the space delineating the boundaries of Great Houghton and Brackmills in addition with the fields marked by hedges. The site also represents one of the few sites within the current Borough which features evidence of ridge and furrows.
- 7.4 Whilst this policy is material to the consideration of the planning application, the enhanced landscaping as described previously would provide some screening of the development and provide a notable buffer between Brackmills and Great Houghton. As a result of this, the distinct identity of Great Houghton would be retained. In addition to this point, it is noted that it would appear that the traditional hedge layout on the specific application site has already seen a number of alterations and given the proposal to retain planting on the site boundaries, it is considered that the harm generated by the proposal would be less than substantial in this regard. Whilst the development would result in the loss of ridge and furrows, the varying levels on the site requires re-levelling in order to facilitate the proposed development. The main significance of the ridge and furrows arises from their limited occurrence within the current boundaries of the Northampton Borough. As a result of these conclusions, it is considered that the harm arising from the breach of this particular planning policy is also limited and therefore should not be used as a reason for refusing planning permission.
- 7.5 In addition to these factors, there is a national and local planning policy requirement to provide new developments in order to meet the changing needs of businesses and to facilitate new economic and employment opportunities. As a result, the proposed development is in conformity

with these requirements, which carries significant weight in the determination of the planning application.

- 7.6 It is recognised that the development would result in the loss of two dwellings at Martins Farm and Little Norway. Whilst there is a need for residential accommodation within the Borough, there is also a need to generate employment opportunities and economic growth, which outweighs the loss of residential accommodation.
- 7.7 On account of the nature of the site, conditions are recommended that would require the submission of an investigation into the potential for contamination and, if appropriate, a strategy for its mitigation. A separate condition should also be utilised that would cover the possibility of unexpected contamination being discovered during the construction process.

### **Economic impacts**

- 7.8 Planning policies, particularly the NPPF and the JCS, place a particular importance upon the generation of additional economic activity. The development comprises two warehouses. The largest of these is to be occupied by Decathlon.
- 7.9 Decathlon is a company specialising in sports retail and operate in a significant number of countries. The company has plans to expand their presence within the UK and wishes to construct a new distribution facility in order to support this growth. Currently the applicant employs 154 people within their existing Brackmills unit. Should this development proceed, the company would expand to 196 employees by 2017. This would only account for 75% of the unit; however, the company has a number of significant expansion plans and as a consequence, the number of jobs generated would rise to 258 by 2018; 301 by 2019; 350 by 2020 and 391 by 2021.
- 7.10 The applicant has specified that these jobs would be over a variety of areas including workshop operatives; warehouse operatives; product and ordering processing; human resources; departmental management; transport and logistics management; operations; and general warehouse management. These jobs are clearly in a wide variety of areas, thereby creating a number of different employment opportunities for workers in Northampton. The applicant has also specified that typically 65% of managers are recruited internally, which serves to provide the opportunity for employee progression.
- 7.11 A further employment benefit arising from the development is that 44 people would be engaged in the construction process in addition to a further 88 jobs being indirectly supported by the construction process.
- 7.12 Planning applications need to be assessed on their own merits and therefore the availability of an alternative site is not necessarily a reason for resisting a development of this type; however, the applicant has considered the suitability of alternative sites. In particular, the suitability of the site at Junction 16 of the M1 has been assessed; however, these plans are not sufficiently developed to meet the needs of the occupier in terms of providing the new development. Furthermore, this site is outside of the Borough boundary. In addition, the applicant has assessed the Milton Ham site; however, this is owned by another company and is therefore unavailable. Whilst there are some available sites at Pineham these are being marketed on rental terms only. As a result, they do not meet the needs of the applicant, who require a property on a freehold tenure. It is recognised that there is land adjacent to Coca-Cola Enterprises in Brackmills that is vacant; however, it is understood that this is not being marketed and is therefore unavailable.
- 7.13 In addition to these sites, the applicant has also considered the currently vacant units at Grange Park; however, it is understood that one of these has now been let and the other is too small to

meet the needs of the intended occupier of this development. Furthermore, it has been confirmed that the unit adjacent to the existing Dachser unit has now been let.

- 7.14 Given the significant growth in the number of employment opportunities over and above the current site and the fact that the existing Decathlon unit would be potentially occupied by a different business which would generate further new jobs over the figures set out above, it is considered that there would be significant economic benefits generated by the proposal. Furthermore, the lack of available alternative sites within the Borough mean that if planning permission were not granted, there would be a significant risk that both the existing and the future jobs would be lost, which would have a demonstrable significant impact upon the local economy.

### **Design and appearance**

- 7.15 The proposed warehouses have a functional design; however, attempts have been to reduce the impacts of the proposals. In particular, the buildings would feature a curved roof, which serve to reduce the overall massing of the building and provide some interest in the general form. In addition, the application identifies a materials palette that includes the use of graded colours on the elevations, which serves to reduce the overall visual impact of the scheme and minimises the impacts of the height of the proposed development. In order to secure a satisfactory form of development, a condition is recommended that would enable the Council to approve building materials prior to construction works taking place. This matter is of particular significance due to the relative prominence of the site.
- 7.16 By reason of the positioning of the development it is considered that there would be no significant adverse impact upon the amenities of the residential properties in terms of considerations such as light, outlook and privacy.
- 7.17 The development includes ancillary offices and gate houses, which are of a functional appearance. This is considered appropriate given the nature of the proposed development. A condition is recommended that would ensure that the offices are used for ancillary purposes only and do not form separate planning units. This would be for the avoidance of doubt and to ensure that a sustainable development is created.
- 7.18 The application has been reviewed by Northamptonshire Police's Crime Prevention Design Advisor, who has requested that the rear path leading to the staff car park from unit 2 is fitted with gates in order to provide a safe and secure form of development. This would be secured via a condition, in addition to a more general condition relating to boundary treatments, which would be provide security and maintain visual amenity.
- 7.19 Bunding is to be provided on the periphery of the development. It is accepted that this would represent a new feature within the landscape; however, it has been designed in such a way so as to provide variations in terms of height and gradient. This varied form therefore creates a more natural form of development, which prevents the bunding from forming an incongruous feature whilst also assisting in mitigating the general height and form of the proposed development.

### **Impact on residential amenity**

- 7.20 The site is in close proximity with the village of Great Houghton (although the boundaries of the application site is approximately 187m away from the nearest house); however, the development has been designed in such a way so that the buildings and bunding would provide some screening of noise arising from the operation of the development. Notwithstanding this conclusion and given that the development would potentially operate on a continual basis, it is recommended that should the application be approved, it be subject to a condition requiring the submission of a scheme of a strategy for noise attenuation and for the development to operate in accordance with this agreed strategy. This is in line with the advice that has been received from the Council's

Environmental Health section. For the avoidance of doubt, this scheme should include, but not be limited to, equipment such as air conditioning units, vehicle movements and reversing sirens.

- 7.21 Given the pattern of usage of the development, it is likely that lighting would be installed at the development, such as in the car parks and vehicle manoeuvring areas. As this has the potential to impact upon the amenity of residential properties, a condition is recommended that would require the submission and agreement of a lighting scheme. This lighting scheme would establish the maximum levels of illuminance and provide certainty that these would be maintained in the future.
- 7.22 It is recognised that the construction of the development has the potential to create adverse impacts upon residential amenity. In order to provide mitigation of this, a condition is recommended that would ensure that a Construction Environment Management Plan (CEMP) is submitted and agreed by the Council. The CEMP would therefore include matters such as the hours in which buildings works would take place and strategies for dust control during the construction works.

### **Air quality**

- 7.23 The CEMP referenced above would include measures for dust suppression during the construction process. In addition, the proposal includes the provision of electric charging points for vehicles (which would be secured by condition), which would serve to encourage the use of less polluting vehicles. Furthermore, the Section 106 Agreement would include mechanisms for improving the attractiveness of more environmentally sustainable means of transport.

### **Highway impacts and access**

- 7.24 As discussed in paragraph 5.7 of this report, the national planning policy requirements are that developments should not worsen the existing highway situation thereby creating a 'nil detriment' situation. It can be reasonably anticipated that the development would increase the level of traffic entering and leaving the site. This can be summarised as being an increase in traffic flow on the A428 (Bedford Road) between the A45 and the Liliput Road roundabout of approximately 3% at peak hour periods. The level of traffic using the Barnes Meadow Interchange would increase by approximately 1%. Whilst it is appreciated that these increases are small in nature and in all eventualities unlikely to be distinguished from normal daily variations, it is considered that this increase should be mitigated in order to create a neutral impact on the highway system.
- 7.25 In order to achieve this, the developer is proposing upgrades to the highway network. In particular, the Rushmills roundabout within Bedford Road would be altered so that the two exits onto the A428 would feature two lanes. In addition, the Barnes Meadow roundabout with the A45 would be altered to increase the number of lanes on exit to Bedford Road from one to two. These changes would enable the road network to better handle the additional traffic that would be generated by the development, and would enable vehicles to egress and ingress these more widely used roads without leading to a detrimental impact from the existing scenario.
- 7.26 In order to secure this mitigation and the highway works are safe, conditions are recommended that would ensure that the technical specification of the works are submitted to and approved in writing by the Council and that these works are provided prior to the first use of the permitted development. These conditions would therefore ensure that the highway alterations are safe and can accommodate the additional traffic that would be generated by the development, and that they would be provided prior to the scheme coming into use, therefore ensuring that the mitigation and infrastructure is in place prior to the increase in traffic occurring.

- 7.27 The impacts of the development have been assessed by the Highway Authority and in principle they have no objections to the development proceeding on the basis that the required highway works can be secured in the planning process.
- 7.28 In addition to these points, if the application were to be approved, it is recommended that this be subject to conditions requiring the provision of the access, vehicle movement spaces and parking to be provided prior to the first occupation of the development and for this to be retained thereafter. A further condition is recommended that would ensure that these spaces are not used for open storage. These conditions are considered necessary and reasonable in order to ensure that the proposal does not impact on the surrounding road network, where additional on street parking would be undesirable. This also ensures a greater level of certainty regarding the impacts of the development and the fact that suitable controls can be in place from an early stage.
- 7.29 It is recognised that there is a need for new developments to promote more sustainable means of travel. To this end, the applicant has prepared a framework Travel Plan, which sets out means by which this would be achieved (such as promoting sustainable transport measures to staff, financial incentives to travel sustainably and the setting up of programmes, such as car sharing). The implementation of this plan would be secured via a condition. In addition to these requirements, and in line with the advice of the Highway Authority, the applicant would enter into a Section 106 Agreement that would require the provision of new bus shelters within Liliput Road (near to Scotia Close), which would serve to make travelling by public transport to be more attractive. Furthermore, the Section 106 Agreement would secure improvements to bus provision on routes between the application site and the town centre when there is a shift change of more than 50 people. As a consequence of these measures, it is considered that adequate consideration has been given to means of encouraging more sustainable means of travel as required by national and local planning policies.
- 7.30 As outlined previously in paragraph 3.5, the site features a pedestrian/cycleway between the Bedford Road and Thomas Dachser Way. The development proposes that this would be retained and would be hard surfaced to a width of 3m in line with the requirements of the Highway Authority. This would be secured through a condition and would be carried out prior to the first occupation of the development. In addition, bollards would be placed at either end of this route in order to prevent the unauthorised use by vehicles.
- 7.31 A further point to note is that no objections have been received from the Highways Agency with regards to the impacts upon the strategic road network.
- 7.32 Should planning permission be granted, the Council would receive an application pursuant to Section 257 of the Town and Country Planning Act to divert the footpath. The primary test within such an application is whether it is necessary to divert the footpath in order to implement any planning permission. In this case, the path would be built on through the provision of bunding. This is necessary to ensure that the visual impacts of the proposal are adequately mitigated and that suitable landscaping and green infrastructure is provided in line with planning policy. As also described, the bunding would provide some mitigation in terms of noise attenuation.
- 7.33 In addition, it is noted that the existing route of the footpath has a distance of approximately 315m which would be increased to approximately 380m if the diversion were to take place. Given this comparatively limited increase and the fact that improvements could be secured in the form of hard surfacing, it is concluded that users of the footpath would not be unduly disadvantaged through the diversion of the path. In addition, the proposed route of the path is relatively straight and as a consequence users of the path would have a clear line of sight, which reduces the opportunity for users to be adversely affected by anti-social behaviour. There would also be no significant changes in the level of natural surveillance that the path currently experiences.

- 7.34 The required CEMP would include details of the routing of construction traffic, delivery times and measures to prevent dust and other materials from being dragged onto the highway.

### **Impact on heritage assets**

- 7.35 The site is in close proximity to Great Houghton and the boundary of the Great Houghton Conservation Area. Whilst part of the Borough, the character of this area is different from other areas of Northampton due to its semi-rural character. In addition, Great Houghton is sited on more elevated land, which highlights the differences in this character as well as providing views from the Nene Valley. Although a number of developments have taken place within the wider area, this geographical distinction has been maintained and is significant.
- 7.36 Paragraph 132 of the NPPF states that the significance of a heritage asset can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. In this case, the relationship between the application site and the heritage assets is variable.
- 7.37 Within Great Houghton there are a number of buildings of historical and architectural significance. The most notable include the St Mary's church (Grade A Listed) and the adjacent former Rectory. Views westwards from the church yard include undeveloped land, which contributes to the setting of these heritage assets. In addition, views of the spire are also an important characteristic in terms of assessing the building's setting.
- 7.38 Given the nature of the proposed development, it is apparent that a number of these characteristics would be changed; for instance, it would no longer be possible to view the St Mary's church spire from some areas to the north west of Great Houghton and some views of a more rural landscape from Great Houghton would be lost, although it would not be correct to state that this applies to all such views.
- 7.39 In respect of the lost views towards Great Houghton, it is recognised that these vary depending on the topography of the wider area, the presence of a number of trees within the vicinity and the season. As a consequence, these views are only one factor (of a varying role) in defining the importance of the heritage assets. As a consequence, the harm arising from the development in this regard is less than substantial. In terms of the relationship of Great Houghton to the application site, it should be noted that the trees would prevent a clear view of the proposed buildings and, due to their presence within a Conservation Area, there is an element of protection over these and therefore some certainty regarding their retention. In addition, views of the application site from public view points are limited due to the general pattern of development within Great Houghton.
- 7.40 In addition to this point, the development does include a substantial section of landscaping. The bunding and planting would obscure the development to a substantial degree, thereby reducing the impacts of the development. Furthermore, the bunding has been designed in such a way so as to create a more natural appearance through measures such as varied height and gradient. This therefore prevents these installations from forming an alien feature in the landscape. In addition, views of the actual buildings would be diminished through the differences in ground levels. The fact that Great Houghton is located on higher ground means that the views from the village would tend to omit the lower portion of the proposed building, thereby reducing the perception of the buildings scale.
- 7.41 The application site is within the setting of the Conservation Area and the listed church. Whilst the development would result in some harm, this is less than substantial as there have been some changes to the field layout. Moreover, the application site would have played a comparatively small role in the historic society.

- 7.42 A section of the application site boundary runs adjacent to 77m of the Great Houghton Conservation Area boundary although no part of the application site is within the Conservation Area. The application site boundaries are not indicative as to where buildings are to be erected. In this particular instance, the proposed warehouse building would be approximately 55m from the nearest point of the Conservation Area. The intervening space would feature the various elements of landscape mitigation. The proposed Heads of Terms for the legal agreement would ensure that the landscaped area would be carried out the earliest possible stage of the development, that the area be maintained in accordance with a submitted management strategy and that the area be only used for the purposes of landscape mitigation. This therefore provides a mechanism for ensuring certainty regarding the impacts of the development. In addition, there is a convention for conservation areas to encompass all properties rather than those elements that are of historical significance. Notwithstanding the proximity of the application site to the physical boundaries of the Conservation Area, it is noted that the proposed building would be (at the closest point) approximately 321m away from the church and 322m away from the nearest house. The application site boundary would be approximately 187m away from the nearest house.
- 7.43 There is a named occupier for the largest warehouse, which is also the closest to Great Houghton. The economic benefits associated with the scheme, which broadly comprise the retention of existing jobs, the creation of a substantially greater figure (with progression opportunities within these roles) and the retention of a large company within the Borough are considered to be of significant benefit to the public and would also contribute to the future growth of the town's economy. Given the significant nature of these benefits and having applied the relevant test as described in paragraph 134 of the NPPF, it is concluded that the economic and public benefits outweigh the less than substantial harm to the heritage assets.
- 7.44 The application site feature a ridge and furrow landscape that would be lost should the development take place. It is first important to note that this feature constitutes a non-designated heritage asset and therefore is not selected as being nationally important as the significance derives more from offering interpretation as to historical agricultural practices. Although its loss would be regrettable it is not considered that there would be a significant adverse impact upon the village of Great Houghton, which exhibits a historical settlement pattern developed over time along a straight axis and in this context the agricultural setting of the village plays a lesser role in interpreting the pattern of development, previous customs in society and the historic significance of Great Houghton.
- 7.45 Due to these conclusions, it is considered that the benefits of the development as described previously outweigh the harm caused through the loss of the non-designated ridge and furrow landscape.
- 7.46 Due to the pattern of development within the wider area and the fact that the bulk of the application site has not been built upon a condition requiring the undertaking of an archaeological investigation is necessary and reasonable.

### **Ecology**

- 7.47 Given the currently undeveloped nature of the site, there is the possibility that portions of the site would be utilised as habitats for wildlife. In respect of bats, the applicant would provide boxes, which would be of benefit to the population. Furthermore, the loss of foraging habitat would be compensated through the creation of woodland, grassland and wetland habitats within the landscaped sections of the development. This habitat creation would also be of benefit to the local bird population. The applicant has also made a commitment to avoiding the removal of existing habitats within the nesting season, which would further reduce the impacts on birds.

- 7.48 As the application site contains a pond that has been used as a habitat for Great Crested Newts, two additional ponds would be implemented and managed in order to provide additional habitats for this species. These areas would include suitable planting to improve this type of habitat. The risk of mortality to Great Crested Newts during the construction process would be mitigated through translocation.
- 7.49 The habitat creation scheme would include a more varied mosaic of woodlands, scrub, grasslands and wetlands habitats, which would be maintained in the future. This would therefore provide a small improvement for invertebrates over the current situation.
- 7.50 In respect of badgers, the applicant has identified two setts on the site; however, the application site is likely to represent a portion of the foraging habitat for the badger population. The setts would be retained following the implementation of the proposed development and steps would be taken during the construction process to avoid any disruption to the badger population (such as capping pipes during the construction process to prevent access to the development and covering trenches overnight), in addition to a further survey being carried out in advance of the construction work commencing to ascertain that there have been no changes in the extent of the badger population.
- 7.51 In addition to these measures, the landscaped sections of the development would feature plants such as crab apple, hawthorn, rowan and wild cherry which would represent an improved foraging resource for badgers.
- 7.52 On account of the relatively small scale of the application and given the proposed mitigation measures as described above, it is considered that there would be no significant detrimental impact upon the Nene Valley Gravel Pits Special Protection Area.
- 7.53 The application has been reviewed by Natural England and the County Council's Ecology Advisor, who have raised no objections in principle to the proposed development.

### **Flooding**

- 7.54 It is accepted that the proposal would result in construction works on a hitherto undeveloped site, which reduces the capability for natural run off. As a result of this and in line with the advice of the Lead Local Flood Authority, conditions are recommended that would ensure that a drainage scheme is submitted to and approved by the Council prior to the development commencing and that a management strategy is also submitted and agreed. These measures therefore provide confidence that there would be adequate level of drainage and this would be retained throughout the life of the development. As a result of these conditions, it is considered that the development would not increase flood risk either on the site or elsewhere in line with the requirements of the NPPF.

### **Legal obligations**

- 7.55 By reason of the scale and type of development, a Section 106 Legal Agreement is required. The Community Infrastructure Levy Regulations specify three key legal tests in ascertaining whether a particular obligation can be requested. These specify that obligations should be:
- i) Necessary to make the development acceptable in planning terms;
  - ii) Directly related to the development; and
  - iii) Fairly and reasonably related in scale and kind to the development.
- 7.56 In addition to the highway infrastructure and maintenance strategy for the green space as described previously, financial contributions would also be secured for the provision of off-site

open space and for construction worker training opportunities. This ensures compliance with the requirements of the Council's Developer Obligations Supplementary Planning Document.

## **8. CONCLUSION**

8.1 It is considered that the principle of the development would have an adverse impact upon the heritage assets of Great Houghton; however, planning policies require that this harm is balanced against the benefits of the development. Given that the development would generate additional employment opportunities and would contribute to economic growth, it is considered that the harm is outweighed. Furthermore, subject to conditions and the proposed legal agreement, the impacts of the development can be satisfactorily mitigated and a neutral impact upon amenity can be secured.

8.2 It is therefore concluded that the development is sustainable within the meaning of the NPPF as the development contributes to a strong economy through the supporting of growth and the provision of infrastructure, which would be secured through planning conditions and the legal agreement; the needs of society through the creation of additional jobs and the provision of a development of an acceptable design and in terms of the impacts of environment through the provision of better quality planting and wildlife habitats that would be created within the development, which would also mitigate the impacts on the environment arising from the proposal. This matter would also be secured through the legal agreement thereby providing certainty of this conclusion.

## **9. CONDITIONS**

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the attached schedule of approved plans.

Reason: For the avoidance of doubt and to accord with the terms of the planning application.

3. Prior to the commencement of development, details of all proposed external facing materials shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the development will harmonise with its surroundings in accordance with Policy E20 of the Northampton Local Plan. This condition is required in order to ensure the agreement of such details in a timely manner.

4. Prior to the commencement of construction works on site, details of the existing and proposed ground levels and finished floor levels of the development shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.

Reason: In the interests of residential and visual amenity in accordance with Policy E20 of the Northampton Local Plan. This condition is required in order to agree such details in a timely manner.

5. The boundary treatments as shown on drawing SK032 Rev. P4 shall be fully implemented prior to the first occupation of the buildings hereby permitted and retained thereafter.

Reason: To ensure that the boundaries of the site are properly treated so as to secure a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

6. Full details of gates to serve the rear pathway to Plot 2 as shown on drawing SK023 Rev. P19 shall be submitted to and approved in writing by the Local Planning Authority, implemented prior to the first occupation of the Plot 2 hereby permitted and retained thereafter.

Reason: To ensure that the boundaries of the site are properly treated so as to secure a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

7. Full details of facilities for the secure and covered parking of bicycles shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details and fully implemented prior to the development being first brought into use and retained thereafter.

Reason: To ensure the provision of safe and adequate facilities in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

8. Prior to the commencement of development, full details of all external lighting shall, which shall include data of all predicted light level, including the vertical illuminance levels at all sensitive properties shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be fully implemented prior to the first occupation of the development hereby permitted and retained thereafter.

Reason: To secure a satisfactory standard of development in accordance with the National Planning Policy Framework. This condition is required to ensure the agreement of such details in a timely manner.

9. No development shall take place until a desk top study in respect of possible contaminants within the site is completed and a site investigation has been designed. The scope and methodology of the desk top study and the site investigation report shall be submitted to and approved in writing by the Local Planning Authority. The site investigation and appropriate risk assessments shall be carried out and the results shall be used to produce a method statement for the necessary remedial works (and a phasing programme), which shall be submitted to and approved in writing by the Local Planning Authority. All remedial works shall be fully implemented in accordance with the approved method statement and phasing programme. Confirmation of the full implementation of the scheme and validation report(s) shall be submitted to the Local Planning Authority within two weeks of completion (or within two weeks of completion of each respective phase).

Reason: To ensure the effective investigation and remediation of contaminated land sites and in the interests of health and safety and the quality of the environment in accordance with Policy BN9 of the West Northamptonshire Joint Core Strategy. This condition is required to ensure the agreement of such details in a timely manner.

10. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared which is subject to the approval in writing of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority

Reason: To ensure the effective investigation and remediation of contaminated land sites and in the interests of health and safety and the quality of the environment in accordance with Policy BN9 of the West Northamptonshire Joint Core Strategy.

11. Notwithstanding the details submitted, full information relating to the provision of electric vehicle recharging facilities shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details, be fully implemented prior to the first occupation of the development hereby permitted and shall be retained thereafter.

Reason: In the interests of creating a sustainable development in accordance with the requirements of the National Planning Policy Framework.

12. A scheme shall be submitted to and approved in writing by the Local Planning Authority which specifies the sources of noise on the site whether from fixed plant or equipment, vehicle reversing sirens or noise generated within the building and the provisions to be made for its control and the approved scheme shall be implemented prior to the commencement of the use hereby permitted and retained thereafter.

Reason: To protect the amenities of nearby occupants from noise and vibration amenity in accordance with Policy BN9 of the West Northamptonshire Joint Core Strategy.

13. Prior to commencement of development a Construction Environment Management Plan (CEMP) shall be submitted to the Local Planning Authority for agreement in writing, The CEMP should include (but not be limited to):

- i) Hours in which construction work would take place;
- ii) Methods for the suppression of dust;
- iii) Details of the proposed construction access to the site;
- iv) Details of routing to/from the site of construction traffic;
- v) Details of hours delivery times; and
- vi) Details of any wheel washing and other measures to prevent the discharge of dust and other materials on to the public highway.

Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a neutral impact upon amenity and highway safety in accordance with the requirements of the National Planning Policy Framework. This condition is required in order to agree such details in a timely manner.

14. Prior to the first occupation of any unit of the proposed development the applicant shall provide a full Travel Plan for written agreement by the Local Planning Authority, in accordance with the agreed Framework Travel Plan dated 18/03/2016 submitted with this application. The measures identified shall thereafter be carried out in accordance with a timetable to be included in the full Travel Plan and shall be retained thereafter.

Reason: In the interests of promoting sustainable means of travel in accordance with the requirements of the National Planning Policy Framework.

15. Notwithstanding the details submitted and prior to the commencement of development, full details of the engineering and construction details of the road improvement works as shown on drawing ADC1295/001 and ACD1295/002 in respect of the A428 Bedford Road/Rushmills/Waterside Way roundabout and the A45 Barnes Meadow shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details, be fully implemented prior to the first occupation of the development hereby permitted and shall be retained thereafter.

Reason: In the interests of highway safety and the movement of traffic in accordance with the requirements of the National Planning Policy Framework.

16. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a detailed scheme of hard and soft landscaping for the site. The scheme shall include, where present, the location and species of any existing trees and hedgerows on the land and details of any to be retained.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance the National Planning Policy Framework. This condition is required in order to agree such details in a timely manner.

17. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner, and which shall be maintained for a period of five years; such maintenance to include the replacement in the current or nearest planting season whichever is the sooner or shrubs that may die are removed or become seriously damaged or diseased with others of similar size and species.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with the National Planning Policy Framework.

18. All trees shown to be retained on drawing 4567-A-03 Rev. A shall be protected for the duration of the development by stout fences to be erected and maintained on alignments to be approved in writing by the Local Planning Authority before any development works shall take place. Within the fenced area no development works shall take place on, over or under the ground, no vehicles shall be driven, nor plant sited, no materials or waste shall be deposited, no bonfires shall be lit nor the ground level altered during the periods of development.

Reason: In order to ensure adequate protection of existing trees on the site in the interests of achieving a satisfactory standard of development and maintaining the amenity of the locality in accordance with Policy BN3 of the Joint Core Strategy. This condition is required in order to ensure the agreement of such details in a timely manner.

19. No development shall take place until the applicant or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of archaeological research in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy. This condition is required in order to agree such details in a timely manner.

20. No development shall take place until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the local planning authority. The drainage strategy should demonstrate the surface water run-off generated up to and including the 1 in 100 year critical storm will not exceed the run-off from the undeveloped site following the corresponding rainfall event. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The details of the scheme shall include:

i) Details (i.e. designs, diameters, invert and cover levels, gradients, dimensions) of all elements of the proposed drainage system, to include pipes, inspection chambers, outfalls/inlets and attenuation basins; and

ii) Cross sections of all control chambers (including site specific levels mAOD) and manufacturers' hydraulic curves for all hydro brakes and any other flow control devices.

Reason: To reduce the risk of flooding both on and off site in accordance with the NPPF and Policy 13 of the West Northamptonshire Joint Core Strategy by ensuring the satisfactory means of surface water attenuation and discharge from the site. This condition is required to ensure the agreement of such details in a timely manner.

21. No development shall take place until a detailed scheme for the maintenance and upkeep of every element of the surface water drainage system proposed on the site has been submitted to and approved in writing by the Local Planning Authority and the maintenance plan shall be carried out in full thereafter. This scheme shall include details of any drainage elements that will require replacement within the lifetime of the proposed development.

Reason: In order to ensure that the drainage systems associated with the development will be maintained appropriately and in perpetuity, to reduce the risk of flooding due to failure of the drainage system in accordance with the West Northamptonshire Joint Core Strategy.

22. The access ways, parking spaces and vehicle manoeuvring areas as shown on drawing SK023 Rev. P19 shall be fully implemented prior to the first occupation of the development hereby permitted and retained thereafter.

Reason: In the interests of highway safety in accordance with the requirements of the National Planning Policy Framework.

23. The car parking spaces and vehicle manoeuvring spaces as shown on drawing SK023 Rev. P19 shall at all times be reserved for the movement and parking of vehicles only and there shall be no storage of goods, materials, refuse, pallets or skips thereon.

Reason: To ensure the provision of adequate facilities and a neutral impact on highway safety in accordance with the requirements of the National Planning Policy Framework.

24. Notwithstanding the details submitted, full information of the surfacing and bollards to be installed on the public right of way running to the west of the site shall be submitted to and approved in writing. Development shall be carried out in accordance with the details submitted, be fully implemented prior to the first occupation of the development hereby permitted and shall be retained thereafter.

Reason: In the interests of promoting more sustainable means of travel in accordance with the National Planning Policy Framework.

25. Notwithstanding the details submitted, full details (including siting) of new bat and bird nesting boxes shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details, be fully implemented prior to the first use of the development hereby permitted and shall be retained thereafter.

Reason: In the interests of promoting ecological mitigation in accordance with the requirements of the National Planning Policy Framework.

26. The development hereby permitted shall be carried out in accordance the recommendations of paragraphs 9.7.24 and 9.7.27 of the Environment Assessment in respect of Great Crested Newts.

Reason: In the interests of creating a satisfactory standard of development in accordance with the requirements of the National Planning Policy Framework.

27. The office buildings as shown on drawing SK023 Rev. P19 shall be ancillary to the warehouses hereby permitted and shall at no time form a separate planning unit.

Reason: For the avoidance of doubt and to secure a sustainable development in accordance with the requirements of the National Planning Policy Framework.

**10. BACKGROUND PAPERS**

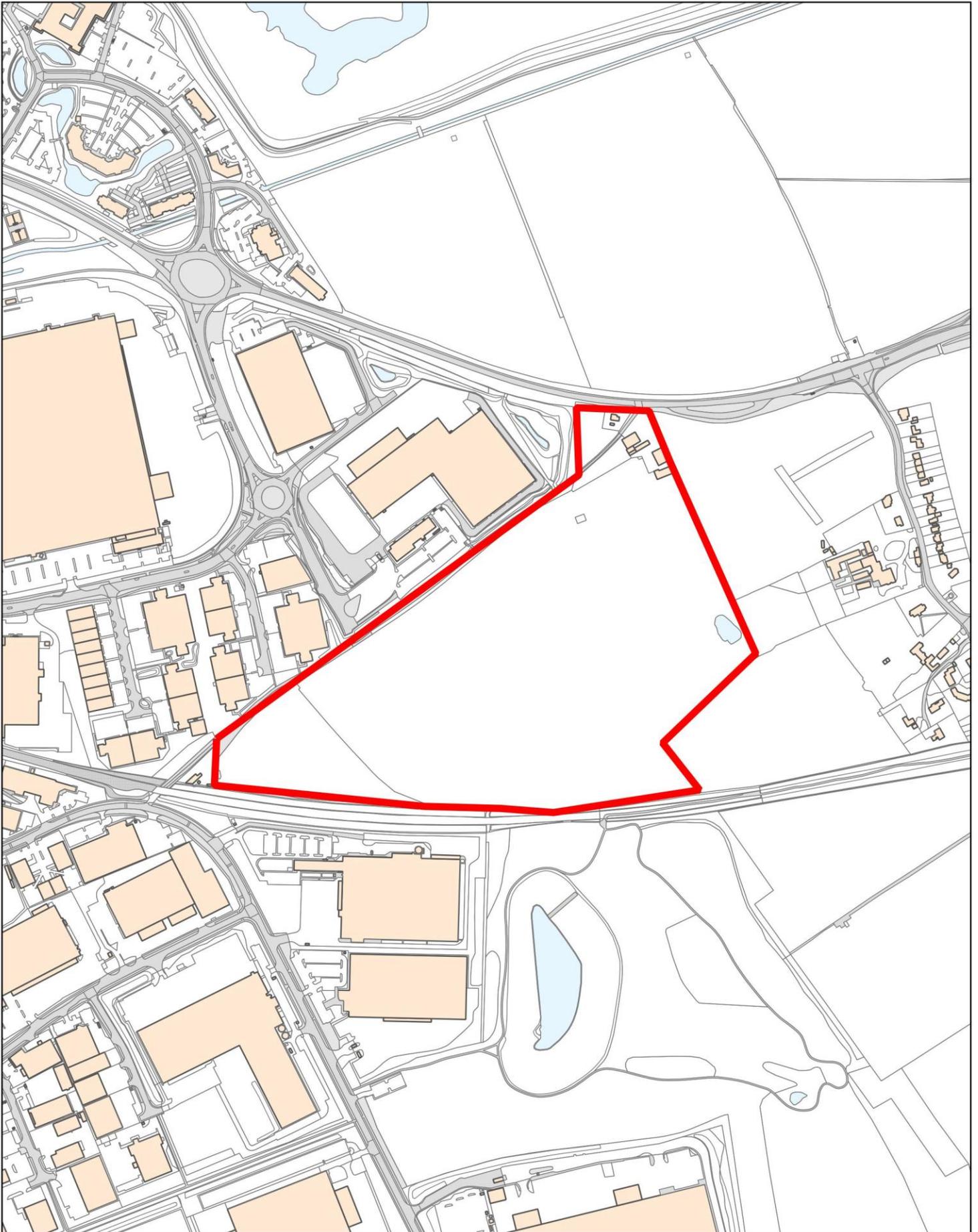
10.1 N/2016/0412

**11. LEGAL IMPLICATIONS**

11.1 None

**12. SUMMARY AND LINKS TO CORPORATE PLAN**

12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.



Title: **Land South of Bedford Road**

© Crown copyright and database rights 2016 Ordnance Survey licence no. 10019655

Date: 23-08-2016

Scale: 1:6,000

Drawn by: -----



**PLANNING COMMITTEE:** 6<sup>th</sup> September 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2016/0581 and N/2016/0582

**LOCATION:** 20 High Street, Great Billing

**DESCRIPTION:** Listed building consent and planning permission for alterations and extensions to studio

**WARD:** Billing Ward

**APPLICANT:** Mrs Mandi Boydell  
**AGENT:** JSP Design Associates

**REFERRED BY:** Councillor Suresh Patel  
**REASON:** Overdevelopment

**DEPARTURE:** No

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

**N/2016/0581 – Listed Building Consent Application**

1.1 **APPROVAL** subject to the conditions as set out below and for the following reason:

The proposed works would not harm the character and significance of this Grade II listed building and as a consequence the proposal is compliant with the requirements of the National Planning Policy Framework, Policies S10 and BN5 of the West Northamptonshire Joint Core Strategy and Policies E20, E26 and H18 of the Northampton Local Plan.

**N/2016/0582 – Planning Application**

1.2 **APPROVAL** subject to the conditions as set out below and for the following reason:

Having regard to the existing pattern of development in the area, it is considered that subject to compliance with the conditions attached to this permission, the proposed development would not have an undue detrimental impact on the character and appearance of the host dwelling, Great Billing Conservation Area and the amenity of adjoining occupiers in accordance with the requirements of the National Planning Policy Framework, Policies S10 and BN5 of the West Northamptonshire Joint Core Strategy and Policies E20, E26 and H18 of the Northampton Local Plan.

**2. THE PROPOSAL**

- 2.1 The proposal is to extend and build above the existing flat roof garage to be used as a studio/workshop by the applicant ancillary to the existing dwelling.

### **3. SITE DESCRIPTION**

- 3.1 The application site consists of a Grade II\* listed building which lies within the Great Billing Conservation Area. The listed property consists of the main 2 storey dwelling and a newer single storey element that was formerly used as a post office but is now in residential use. Adjoining the single storey building is a flat roof garage which is used by the applicant as a workshop/studio. The application site is surrounded by residential development. Ground levels of the site vary as the site rises to the north.

### **4. PLANNING HISTORY**

- 4.1 N/2012/0431 and 0432 - Alterations to include link to garage, lean to greenhouse, new gate and change of use of former post office to residential - Approved

82/0816 and 82/LB25 - 2 dormer windows at the post office – Approved (not implemented)

NR/71/0412 - Change of use of shop to dwelling and conversion of store to shop – Approved

NR/67/222 – Access - Approved

NR/63/496 - Private garage and motor access - Approved

### **5. PLANNING POLICY**

#### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities in considering whether to grant listed building consent for any works to 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.

Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require Local Planning Authorities when considering development to pay special attention to preserving a listed building or its setting and to the desirability of preserving or enhancing the character or appearance of a conservation area.

#### **5.2 National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Paragraph 17 requires that planning decisions should seek to secure developments of a high quality design, whilst conserving heritage assets in a manner appropriate to their significance.

Section 12 of the NPPF elaborates upon the importance of heritage as a material consideration. In particular, it is made clear that it is desirable to sustain and enhance the significance of heritage assets and put them to a viable use consistent with their conservation. It states that where a development proposal would lead to less than substantial harm to the significance of a listed building the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 131 and 132 encourage the consideration of the impact on the significance of heritage assets and their settings.

### 5.3 **West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

S10: Sustainable Development Principles – requires development to satisfy a range of sustainable development principles including through achieving the highest standards of sustainable design; maximising opportunities for reuse and recycling; promoting walking and cycling and protecting, conserving and enhancing the natural and built environment and heritage assets and their settings.

Policy BN5: The Historic Environment and Landscape – seeks to conserve and enhance heritage assets in a manner commensurate with their significance.

### 5.4 **Northampton Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

Policy E20 – New Development – seeks to secure development which has an acceptable design and layout and achieves acceptable standards of amenity.

Policy E26 – development will be permitted provided it preserves or enhances the character and appearance of those areas.

Policy H18 – Extensions to dwellings – permission will be granted subject to acceptable design and appearance and in keeping with the character and appearance of the host dwelling and the effect upon adjoining properties.

### 5.5 **Supplementary Planning Documents**

Residential Extensions and Alterations Design Guide SPD

## 6. **CONSULTATIONS/ REPRESENTATIONS**

Comments received are summarised as follows:

### 6.1 **Historic England** – Recommend the application should be determined in accordance with national and local policy guidance, and on the basis of the Council's expert conservation advice.

- 6.2 **NBC Conservation** – No objection. The existing flat roofed garage detracts from the setting of the listed house and the proposed pitched roof extension will not have an adverse impact on the setting. The area is characterised by a high density of development and the proposed studio will not cause harm to the character of the conservation area.
- 6.3 **Councillor Suresh Patel** – wishes to call the application in to be determined by the Planning Committee as considers the proposal is overdevelopment of the site.
- 6.4 **Great Billing Parish Council** – object; consider proposal is superfluous to requirements and an erosion of the Conservation Area. Appreciate that the garage itself is not of historical value but consider the proposal will affect the existing footprint and privacy of neighbours. Consider the proposal would destroy the historic roofline of the shared courtyard in Pound Lane.
- 6.5 **Objections** have been received from **16, 18, 19, 21 High Street, 1, Cattle Hill, 2, 4, 6, 8, 10, 12, Pound Lane, 54 Main Road, Wilby (as owner of property in High Street, Pound Lane and Cattle Hill)**. Comments can be summarised as follows:
- Spoiling the historic roofline of the Pound Lane courtyard
  - Overdevelopment of the site
  - Effect on listed building
  - Impact on conservation area
  - Overlooking and loss of privacy
  - Overshadowing
  - Materials out of character with the area
  - Concerns about proposed use of the building
  - Loss of view
  - Impact on value of property
  - Concerns about future maintenance of Pound Lane outbuildings
  - Concerns that foundations of rear wall of outbuildings would be undermined
  - Consider need for light and space could be met with a ground floor extension
  - Concerned about lack of consultation

## 7. APPRAISAL

- 7.1 The main issues are to consider are what impact the proposed development would have on the character and appearance of the listed building, the conservation area and neighbouring amenity.

### **Impact on listed building**

- 7.2 The proposal is to extend the existing flat roof studio by extending part of the south east elevation of the building outwards by 1.3 metres, and building above the studio to provide a second storey. The proposal to extend the building outwards is on an area that already has planning permission for the erection of a greenhouse. This formed part of the previous consent for alterations and change of use of the post office to residential and can still be implemented. The principle of extending at ground floor level has already been established by the previous permission
- 7.3 The second storey extension would have a ridge height of 5.4 metres above ground level with the side walls of the existing building raised by 0.7 metres. Whilst the existing studio is within the curtilage of a Grade II\* listed dwelling, it is attached to outbuildings which formed the former post office and is a 1960s building of no historic interest. It is considered that the flat roofed garage detracts from the setting of the listed house and that the proposed pitched roof extension will not have an adverse impact on the listed building's setting.

### **Impact on character and appearance of the conservation area**

7.4 With regard to the impact on the character of the conservation area, No. 20 High Street is sited at the centre of the village which is characterised by a non-uniform layout with close relationships between buildings and buildings with varying roof slopes and ridge heights. The garage/studio building is sited 11 metres from the front boundary of the property and is partially screened from High Street by tree and shrub planting. The building would not be visible from any public viewpoint in Pound Lane and would be scarcely visible from public viewpoints in Cattle Hill. The building will have design elements copied from the existing building (cladding at first floor level on the end elevations to match that on the front face of the garage and link building), other traditional materials (reclaimed bricks, wooden doors and window frames and roof tiles to match the main building) will ensure that it blends with its surroundings. Historic England have recommended that the application is determined in accordance with planning policy and on the basis of the Conservation Officers advice. The Conservation Officer has no objection to the proposal and it is considered therefore that the proposal would not unduly impact on the character or appearance of the conservation area.

#### **Impact on neighbouring properties**

7.5 The studio is sited immediately adjacent to the outbuildings to the rear of properties 2-12 Pound Lane. The external ridge of the new roof will be visible by 1.1 metres above the ridge of part of these outbuildings. A dormer window feature in the south east elevation will provide light and head room to the first floor. Further light is also provided to the first floor by windows in the north east and south west elevations. Ground floor windows in the south east elevations and a partially glazed door in the north east elevation provide light to the ground floor accommodation.

7.6 Various objections have been received from the occupiers of the cottages in Pound Lane. With regard to overshadowing, it is considered that due to the limited height of the proposed building above the adjacent outbuildings, overshadowing of the adjacent courtyard will not occur. With regard to overlooking, there are no windows or rooflights in the elevation facing Pound Lane and a proposed window in the north east elevation gable is below the ridge line of the neighbouring outbuildings. It is not considered that the proposal will lead to overlooking of properties in Pound Lane. With regard to comments received regarding loss of view, there are no legal rights to a view and this is not a planning consideration. Whilst the ridge height of the proposed dwelling will be visible above the ridge height of the outbuildings, varying roof heights are a characteristic of the area and it is considered that the increase in height will not be to such a degree to justify refusal of the application. Concerns about the impact of the proposal on property value is not a planning consideration.

7.7 Other objections received from occupiers in Pound Lane relate mainly to private property matters. Questions have been raised by residents about how they will access and maintain their outbuildings but this is the same situation that exists at present and is a matter for the individual parties to resolve. It can be noted however that the applicant states that he has taken this into consideration by making the first course of bricks a row of snapped headers corbelled out to allow a ridge ladder to be seated against it for safe access.

7.8 In terms of the relationship of the proposed extension to other neighbouring properties, the extension will be sited approximately 10 metres away from the side/rear of 18 High Street and approximately 20 metres from 1 Cattle Hill. The site is located at a higher level than no. 18 High Street, however shrub/tree and fence screening would largely obscure the proposal from view. To ensure there is no overlooking between the shrubs/trees especially in the winter when vegetation cover may not be so dense, it is considered necessary to impose a condition requiring that all first floor windows on the south east elevation are obscure glazed. Due to the separation distance between the north east elevation and 1 Cattle Hill, it is not considered that there will be undue overlooking of this property.

- 7.9 Concerns have been raised about the proposed use of the studio stating that it could be converted into a separate dwelling. A condition will be imposed stating that the use of the studio shall be used only for purposes incidental to the main use of the site as a dwellinghouse. Planning permission would therefore be required to use the studio as a separate unit of accommodation.

#### **Other matters**

- 7.10 Concerns have also been raised from neighbouring properties about the lack of consultation. It should be noted that all neighbouring properties were consulted, a site notice was erected and the application was advertised in the press. This, in addition to the necessary statutory consultees being notified, means that all statutory requirements in terms of publicity have been met.
- 7.11 The application has been called in to be determined by the Planning Committee due to concerns about overdevelopment of the site. In terms of the footprint of buildings on the site, these will not be increased over and above what is already approved by the greenhouse extension. The proposal will provide an additional internal floorspace of approximately 21 square metres at first floor level which will be used for purposes ancillary to the main dwellinghouse. Any existing amenity space will not be impacted upon. It is not considered that the proposal represents overdevelopment of the site.

### **8. CONCLUSION**

- 8.1 It is not considered that the proposed extension will harm the appearance or setting of the listed building or detract from the appearance or character of the Great Billing Conservation Area and will not unduly impact on neighbouring amenity. Subject to conditions the proposal is therefore considered to be acceptable.

### **9. CONDITIONS**

#### **Listed Building Consent Application N/2016/ 0581**

- (1) The works hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 18 of the (Listed Building and Conservation Areas) Act 1990

- (2) The development hereby permitted shall be carried out in accordance with the following approved plans: Site Location Plan, Block Plan, 122.4445, 122.4446, 122.4447, 122.4448, 122.4478, 122.4479, 122.4480.

Reason: For the avoidance of doubt and to accord with the terms of the planning application.

- (3) Details and/or samples of all proposed external facing materials shall be first submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the development will harmonise with its surroundings in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy and Policies E20 and H18 of the Northampton Local Plan.

#### **Planning Application N/2016/0582**

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved plans: Site Location Plan, Block Plan, 122.4445, 122.4446, 122.4447, 122.4448, 122.4478, 122.4479, 122.4480.

Reason: For the avoidance of doubt and to accord with the terms of the planning application.

- (3) Details and/or samples of all proposed external facing materials shall be first submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the development will harmonise with its surroundings in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy and Policies E20 and H18 of the Northampton Local Plan.

- (4) Notwithstanding the details submitted, the first floor south east elevation windows hereby permitted shall be glazed with obscured glass to level 3 or higher of the Pilkington scale of privacy or equivalent as may be agreed in writing by the Local Planning Authority before the development hereby permitted is first occupied and thereafter retained in that form at all times.

Reason: To safeguard the privacy of adjoining occupiers of nearby property in accordance with Policies E20 and H18 of the Northampton Local Plan.

- (5) The proposed studio shall remain ancillary to the existing residential use of the premises and at no time shall it form a separate planning unit.

Reason: For the avoidance of doubt and to protect the residential amenities of nearby properties in accordance with Policies E20 and H18 of the Northampton Local Plan.

- (6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no additional windows shall be installed in the south east elevation of the proposed development.

Reason: To safeguard the privacy of adjoining properties in accordance with Policies E20 and H18 of the Northampton Local Plan.

## **10. BACKGROUND PAPERS**

- 10.1 N/2012/0431 and N/2012/0432, N/2016/0581 and N/0582

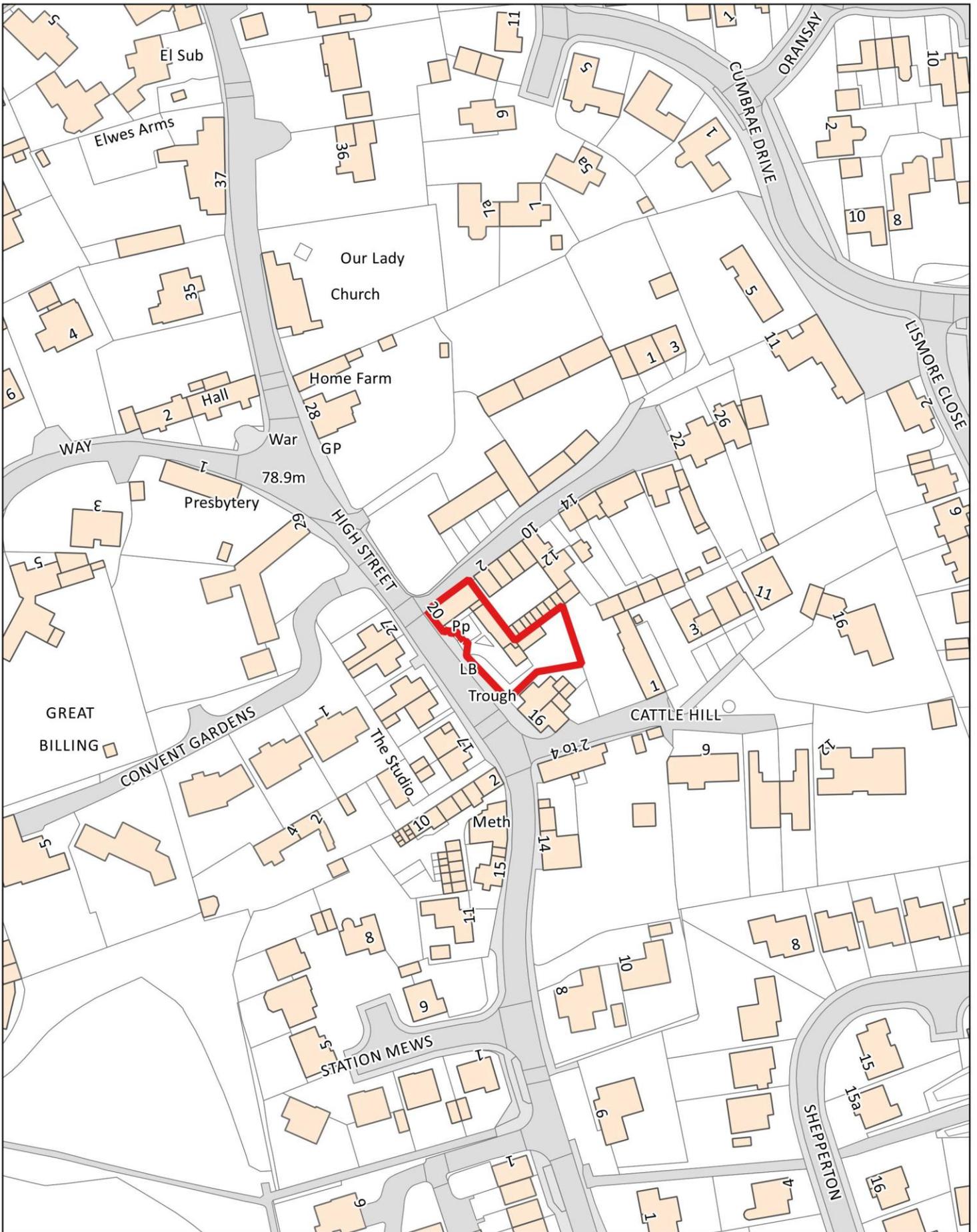
## **11. LEGAL IMPLICATIONS**

- 11.1 None

## **12. SUMMARY AND LINKS TO CORPORATE PLAN**

- 12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.





Title: **20 High Street, Great Billing.**

Date: 26-08-2016

Scale: 1:1,250

© Crown copyright and database rights 2016 Ordnance Survey licence no. 10019655

Drawn by: PLANNING



**PLANNING COMMITTEE:** 6<sup>th</sup> September 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2016/0790

**LOCATION:** Land At Former Bective Middle School , Whiston Road

**DESCRIPTION:** Erect 100 pupil all-through (3-18 years) special school including associated parking, play spaces and landscaping

**WARD:** Sunnyside Ward

**APPLICANT:** Greenwood Dale Foundation Trust  
**AGENT:** Gotch, Saunders & Surridge LLP

**REFERRED BY:** Director of Regeneration, Enterprise and Planning  
**REASON:** Major application requiring S106 agreement

**DEPARTURE:** No

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

**1.1 APPROVAL IN PRINCIPLE** subject to:

1.1.1 The prior completion of a S106 Agreement to secure a payment towards the provision of highway improvements in the vicinity of the site.

1.1.2 The Conditions set out in section 9 below and for the following reason:

The proposed development represents an appropriate land use and subject to conditions, would have a neutral impact upon the character and appearance of the area, neighbour amenity, the environment and the highway system. The development is therefore in conformity with the requirements of the National Planning Policy Framework; Policies S19 and E6 of the West Northamptonshire Joint Core Strategy and Policy E20 of the Northampton Local Plan.

1.2 It is also recommended that in the event of the Section 106 Legal Agreement not being completed within three calendar months of this Committee meeting, in addition to being able to grant planning permission as recommended above, the Director of Regeneration, Enterprise and Planning be given delegated authority to either refuse or finally dispose of the application (at his discretion) on account that the necessary mitigation measures have not been secured in order to make the proposal acceptable in line with the requirements of Policies INF1 and INF2 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

**2. THE PROPOSAL**

- 2.1 The applicant seeks planning permission for the erection of an all-through school (for up to 100 pupils of between 3 and 18 years of age). In planning terms, all schools are categorised as falling within Class D1 of the Use Classes Order; however, the applicant has specified that the proposed development would be a school for those with special educational needs and learning difficulties.
- 2.2 The proposed school would be accessed via Whiston Road. This would lead to a car park, which contain parking for 63 cars, including 9 drop off bays and 7 spaces for use by people with disabilities.
- 2.3 The building consists of single structure arranged around two internal courtyards. The building would consist of a mixture of single and two storey elements, with a variety of building materials, including bricks and render. The proposal would include open space and sports facilities.

### **3. SITE DESCRIPTION**

- 3.1 The application site is a portion of the land which originally contained a middle school; however, this was closed and subsequently demolished a number of years ago following the reorganisation of education provision within Northampton. The site has an area of approximately 2.13 hectares and is currently undeveloped. The site contains a number of plants, including some which appear to be self-seeded.
- 3.2 The surrounding area includes a primary school (Green Oaks Academy) and residential accommodation, which predominantly dates from the early to mid-twentieth century. The application site is also located in reasonably close proximity to Harborough Road and Eastern Avenue, which are served by a number of public transport routes.
- 3.3 The site features some variations in land levels; however, the application site is on land that is of a higher level than much of the immediate surroundings. As a consequence, the site has a certain prominence within the area, although views onto the site from public areas are limited due to the pattern of development in the surrounding area.

### **4. PLANNING HISTORY**

- 4.1 N/2014/0315 – Outline planning application, with all matters reserved except access (from Bective Road and Whiston Road) for a residential development comprising 170 dwellings and public open space – Approved.
- 4.2 The above development gained planning permission earlier in 2016; however, this development encompassed the entirety of the former school site. Subsequent to the granting of planning permission, the landowner has divided the site, which has resulted in this scheme coming forward. A different residential scheme has now been submitted to the Council to develop the remainder of the site and this will be reported to the Planning Committee at a later date.

### **5. PLANNING POLICY**

#### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

#### **5.2 National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application.

- 5.3 Paragraph 17 states that planning decisions should always endeavour to secure high quality designed developments, which secure a good standard of amenity for existing and future occupiers of land and buildings. In doing this, planning should also take into account the differing roles and character of areas. The same paragraph also encourages the redevelopment of previously used sites and the promotion of mixed uses.
- 5.4 Paragraph 34 requires developments that are likely to generate a significant amount of movement be located in positions where the need for travel is minimised.
- 5.5 Paragraph 35 states that, where practicable, developments should be designed with a safe and secure layout that reduced the potential for conflicts between pedestrians and traffic. The NPPF also requires that new developments be of a good quality design (paragraph 56).
- 5.6 Paragraph 103 states that when determining planning applications, care should be taken to ensure that flood risk is not increased elsewhere and that priority should be given to the use of sustainable urban drainage systems.
- 5.7 Of specific relevance to this application is paragraph 72, which states that the Government attaches great weight to the ensuring a sufficient choice in school places and local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement.

#### 5.8 **West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF.

- 5.9 Policy S10 requires that developments be of a good standard of sustainable design and incorporates safety and security considerations in order to promote a good sense of place. In addition, development should be sustainably located in order to encourage access by walking, cycling and public transport.
- 5.10 Policy E6 states that new education facilities would be encouraged and should be sited on sites that are accessible.
- 5.11 Policy INF2 requires that new developments will only be permitted in instances where there is a reliable mechanism in place to ensure that required mitigation can be delivered.

#### 5.12 **Northampton Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application.

- 5.13 Policy E20 requires that new developments be constructed to a good design and to ensure that there would be no significant adverse impact upon the occupiers of neighbouring properties in terms of considerations such as light, outlook and privacy.

- 5.14 **Supplementary Planning Documents**  
Northamptonshire County Parking Standards SPG 2003  
Planning out Crime in Northamptonshire SPG 2004

## 6. CONSULTATIONS/REPRESENTATIONS

Comments received are summarised as follows:

- 6.1 **Anglian Water** – Request a condition relating to drainage.
- 6.2 **Archaeological Advisor (NCC)** – Request a condition relating to the investigation of matters of archaeological interest.
- 6.3 **Environment Agency** – No objections, request a condition to cover a strategy for dealing with unexpected contamination.
- 6.4 **Environmental Health (NBC)** – Request conditions in respect of unexpected contamination and noise.
- 6.5 **Highway Authority (NCC)** – Request a financial contribution to fund highway improvements within the vicinity.
- 6.6 **Lead Local Flood Authority (NCC)** – Require further information on the discharge rate of the drainage system.
- 6.7 **Northamptonshire Police Crime Prevention Design Advisor** – Request amendments to the scheme to improve security to certain elements, such as the external staircase. CCTV and lighting to the car park is also required.
- 6.8 Comments from the occupiers of **1 Marburg Street** and **45 Whiston Road**, which can be summarised as:
- The development would have an adverse impact on the highway system.
  - Parking is limited within the vicinity.
  - The construction process would have an adverse impact on neighbour amenity.
  - Concerns are raised regarding the suitability of the building's layout to meet the needs of children.
- 6.9 Comments from the occupier of **174 Ruskin Road**, which can be summarised as:
- The development is an appropriate use of the site.
  - The development should include traffic mitigation for Kingsthorpe.
  - The site has been reclaimed by nature.

## 7. APPRAISAL

### Principle of the development

- 7.1 Whilst it is appreciated that the site has been cleared, it remains allocated for education purposes. As a result of this, it is considered that the principle of developing the site for a school is an acceptable land use. Furthermore, it is recognised that the proposed school would be complimentary to the existing primary school and the nearby residential accommodation as the siting of educational facilities within such areas does promote the concept of sustainable development.

- 7.2 it is noted that the development is for the provision of a school for those with special educational needs, for which there is a need within the Borough. Therefore the development would offer significant benefits in terms of providing a bespoke building that would deliver this required educational facility.
- 7.3 The proposed development would result in the loss of a site that could be developed for housing and benefits from planning permission to do so. Whilst it is appreciated that there is an established need for new housing within the Borough, it is also acknowledged that there is a need to provide suitable education facilities. As a result, the fact that this development would prevent the extant permission from being implemented is not overly significant.
- 7.4 On account of the site's last use as school, the development technically involves development on playing fields. However, given the significant passage of time that has elapsed since the original school use ceased, the lack of public access to the playing fields in period, the facilities that would be provided within the new development and the fact that an extant planning permission exists to develop housing on the site means that it is considered that this matter carries less weight and should not serve as a barrier to the proposed development proceeding.
- 7.5 The application site is located to the east of Harborough Road and is a short distance outside the area of known historic settlement. There are some records of unstratified finds of Roman artefacts in the vicinity. There has been an amount of re-levelling and landscaping, which is not unusual given the past uses of the site; however, there is some potential for archaeological remains to be present. As a consequence, and in line with the advice of the County Archaeological Advisor, a condition is recommended that would ensure that an appropriate investigation is carried out.
- 7.6 By reason of the previously developed nature of the site, some degree of land remediation is required. The applicant has submitted a strategy in order to address this, the implementation of which would be secured by a condition. A further condition is required in order to allow for the eventuality of unsuspected contamination.
- 7.7 On account of the proximity of the development site to existing residential properties, a condition is recommended that would require that a Construction Environment Management Plan is submitted and agreed by the Council. This would include (but not be limited to) the hours in which construction works would take place, the routing of construction traffic and the suppression of dust. A further condition is recommended that would ensure that the development operates in accordance with the submitted noise assessment, which demonstrates that the proposal would not have a significant detrimental impact on the occupiers of surrounding properties arising from the operation of plant and equipment.

### **Design and appearance**

- 7.8 The building is a combination of one and two storeys. These low level buildings are compatible with the prevailing character within the environs of the site. Furthermore, these proportions when combined with the siting of the building would prevent a significant detrimental impact upon the amenity of surrounding properties in terms of considerations such as light, outlook and privacy as required by national and local planning policies.
- 7.9 In terms of the actual building, the applicant is proposing a varied palette of materials. These are considered appropriate given the use and siting of the building. In addition, the materials palette serves to break up the massing of the building through the introduction of variety as well to emphasis key parts of the building, such as the two storey element. A condition is recommended that would enable the Council to approve the precise materials prior to building works taking place, which would provide certainty of this. Although it is appreciated that the building has to

serve a specific function, efforts have been to improve the form of the building. This includes variations in the roof shape, which also serve to add visual interest.

- 7.10 The development includes an external staircase, which is necessary to provide a safe means of access to maintain the roof mounted plant and equipment. The comments from Northamptonshire Police in respect of this are noted and in response, the applicant has revised the scheme by including a 2.4m high fence around the access to this staircase that would be of an anti-climb specification. It is recommended to impose a condition that would ensure that these measures are provided prior to the first use of the building and for it to be retained throughout the life of the development.
- 7.11 The development's car parking would be located to the front of the building (the south side). This would therefore ensure that these spaces would benefit from natural surveillance, which would promote a sense of security. Whilst it is feasible that the majority of pupils would arrive and depart the school in daylight hours, it is probable that staff may be on site whilst it is dark. As a result, a condition is recommended that would ensure the provision of lighting to the car park and for its retention.
- 7.12 In line with the advice of Northamptonshire Police's Crime Prevention Design Advisor, a condition is recommended that would ensure that the Council approved details of a CCTV scheme and for this to be implemented and retained.
- 7.13 The proposed development features a number of landscaped areas, which is necessary to ensure a good standard of development. In particular, planting would be provided towards the west of the car park, which would provide something of an entrance feature for vehicular traffic. In addition, there would be landscaping on the site's boundaries, which would reduce the impacts on the occupiers of neighbouring properties.

### **Highway impacts**

- 7.14 The site was most recently used as a school and as a consequence, there was a level of road usage associated with this function. In addition, there is an extant residential approval on this site. The nature of the development is that a number of children would arrive at the school by taxi.
- 7.15 Comparing the proposed school with the likely traffic impacts of the residential development that has previously been approved on this site, the area is likely to see a net reduction in the number of traffic movements; however, there would be an increase in the morning. Given that the peak time traffic within the morning tends to be more concentrated, it is therefore concluded that this increase should be mitigated. As a result, the applicant would be entering into a S106 legal agreement in order to contribute to the Highway Authority's planned programme of works for upgrades to the Harborough Road corridor.
- 7.16 The development does include a satisfactory amount of car parking and vehicle manoeuvring areas and a condition is recommended that would ensure that this is provided prior to the development coming into use as the encouragement of parking within the surrounding residential streets would not be desirable.
- 7.17 In order to encourage more sustainable means of travel, the applicant would be providing secure cycle storage on site.

### **Drainage**

- 7.18 The proposal would result in development on land which is currently grass. In order to demonstrate that the proposal would not have an adverse impact upon flood risk, a drainage assessment was submitted with the planning application. This has been

assessed by the Lead Local Flood Authority, which has requested further details relating to the calculations used to assess drainage rates.

- 7.19 This additional information has been submitted by the applicant and is currently the subject of additional consultation with the Lead Local Flood Authority. Their comments are awaited and will be reported to members by means of the addendum, which will be circulated prior to the committee meeting commencing.

## **Ecology**

- 7.20 It is accepted that the site is predominantly scrub at this moment; however, there are a number of mature trees, albeit none covered by any Trees Preservation Orders. The applicant has carried out a full assessment of the health and wellbeing of the site's trees and has identified a number for retention. The trees that are to be removed are generally of poor quality species or health.
- 7.21 The site has been the subject of an ecological assessment, which has identified evidence of some badger activities on site; however, due to the scale of planting, in addition to the presence of debris in proximity to a potential sett, it is likely that the sett has only been used on an intermittent basis. Although the site features areas of rough grassland and scrub, which would potentially form shelter and a foraging area for reptiles, no evidence of their activity was observed on site. In addition, there is limited evidence of bat activity on site.
- 7.22 The redevelopment of the site could bring forward some ecological benefits in terms of enhancements to landscaping (such as in the use of native species). The submitted ecology assessment recommends that prior to any development commencing additional surveys into the presence of badgers and bats are carried out in order to ensure that such species are not harmed as a result of this development coming forward.
- 7.23 The ecology assessment also recommends the installation of bird and bat boxes in order to enhance biodiversity of the site. This is considered to be a worthwhile objective and would be secured by condition.

## **8. CONCLUSION**

- 8.1 It is considered that the proposal represents an appropriate use of the land, is of an acceptable design and would also address a need for developments within the community. Subject to conditions and the mitigation that would be secured through the Section 106 Agreement, it is considered that the impacts of the development can be satisfactorily addressed in order to ensure a neutral impact upon the surrounding area, including nearby residential properties.

## **9. CONDITIONS**

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the above schedule of approved plans.

Reason: For the avoidance of doubt and to accord with the terms of the planning application.

3. Full details of all proposed external facing materials shall be first submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the development will harmonise with its surroundings in accordance with Policy E20 of the Northampton Local Plan.

4. Prior to the commencement of construction works on site, details of the existing and proposed ground levels and finished floor levels shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.

Reason: In the interests of residential and visual amenity in accordance with the National Planning Policy Framework. This condition is required in order to ensure the agreement of such details in a timely manner.

5. Full details of the method of the treatment of the external boundaries of the site shall be submitted to and approved in writing by the Local Planning Authority, implemented prior to the first occupation of the building hereby permitted and retained thereafter.

Reason: To ensure that the boundaries of the site are properly treated so as to secure a satisfactory standard of development in accordance with Policy E20 of the Northampton Local Plan.

6. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a detailed scheme of hard and soft landscaping for the site. The scheme shall include, where present, the location and species of any existing trees and hedgerows on the land and details of any to be retained.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with the National Planning Policy Framework. This is a pre-commencement condition to ensure timely submission of details.

7. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the building or the completion of the development, whichever is the sooner, and which shall be maintained for a period of five years; such maintenance to include the replacement in the current or nearest planting season whichever is the sooner or shrubs that may die are removed or become seriously damaged or diseased with others of similar size and species.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance the National Planning Policy Framework

8. Prior to the commencement of each phase of the development hereby permitted, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. Development shall than be carried out in accordance with the approved CEMP. The CEMP shall include, though not necessarily be restricted to the following details:

- i) A Traffic Management Plan incorporating the routing of construction traffic and details of heavy vehicle movement patterns.
- ii) Measures to minimise and control noise, vibration, dust and fumes during site preparation works and construction, including vehicle reversing alarms.
- iii) Details of the siting of all vehicles of site operatives and visitors.
- iv) The unloading and loading arrangements for heavy plant and machinery.
- v) The location, extent and duration of any temporary stockpiling areas.
- vi) Measures to prevent mud being deposited on the surrounding highway.
- vii) Hours in which development will take place.

Reason: To minimise the impact of the development during the construction phase in accordance with the National Planning Policy Framework.

9. Prior to the commencement of development a method statement of land remedial works (and a phasing programme) shall be prepared for the site based on the findings and recommendations of the Jackson Purdue Lever report (reference GFT00934SI1 – dated February 2016). This shall be submitted to the Local Planning Authority for approval. All remedial works required by the method statement shall be implemented in accordance with it, and confirmation of its full implementation shall be confirmed by way of validation report(s) to the Local Planning Authority within 2 weeks of completion (or within 2 weeks of completion of each respective phase).

Reason: In order to ensure the remediation of contamination in accordance with the requirements of Policy BN9 of the West Northamptonshire Joint Core Strategy. This condition is required in order to agree these details in a timely manner.

10. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure the effective investigation and remediation of contaminated land sites and in the interests of health and safety and the quality of the environment in accordance with Policy BN9 of the West Northamptonshire Joint Core Strategy.

11. The development hereby permitted shall operate in accordance with the noise rating limits as specified in the AECOM report (dated January 2016).

Reason: In the interests of ensuring a neutral impact upon the occupiers of adjoining properties in accordance with the requirements of the National Planning Policy Framework.

12. No development shall take place until the applicant, their agents or their successors in title has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation, which has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that features of archaeological interest are properly examined and recorded in accordance with the National Planning Policy Framework. This condition is required in order to ensure that such details are agreed in a timely manner.

13. The development hereby permitted shall be implemented in accordance with the recommendations of the submitted Ecological Appraisal, dated May 2016.

Reason: In the interests of securing a satisfactory form of development in accordance with the requirements of the National Planning Policy Framework.

14. The car parking spaces, drop off areas, vehicle manoeuvring areas and cycle storage as shown on drawing (SK)10 Rev. J shall be fully implemented prior to the first use of the development hereby permitted and shall be retained thereafter.

Reason: In the interests of highway safety and promoting more sustainable means of travel in accordance with the requirements of the National Planning Policy Framework.

15. Notwithstanding the details submitted, full details of CCTV to external areas shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details, be fully implemented prior to the first use of the development hereby permitted and shall be retained thereafter.

Reason: In the interests of creating a safe and secure form of development in accordance with the requirements of Policy S10 of the West Northamptonshire Joint Core Strategy.

16. Notwithstanding the details submitted, full details of lighting to the car park shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details, be fully implemented prior to the first use of the development hereby permitted and shall be retained thereafter.

Reason: In the interests of creating a safe and secure form of development in accordance with the requirements of Policy S10 of the West Northamptonshire Joint Core Strategy.

17. No drainage works shall take place until a surface water management strategy has been submitted to and approved in writing by the Local Planning Authority. No hard-standing areas shall be constructed until the works have been carried out in accordance with the surface water management strategy.

Reason: To prevent environmental and amenity problems arising from flooding in accordance with the requirements of the National Planning Policy Framework.

## **10. BACKGROUND PAPERS**

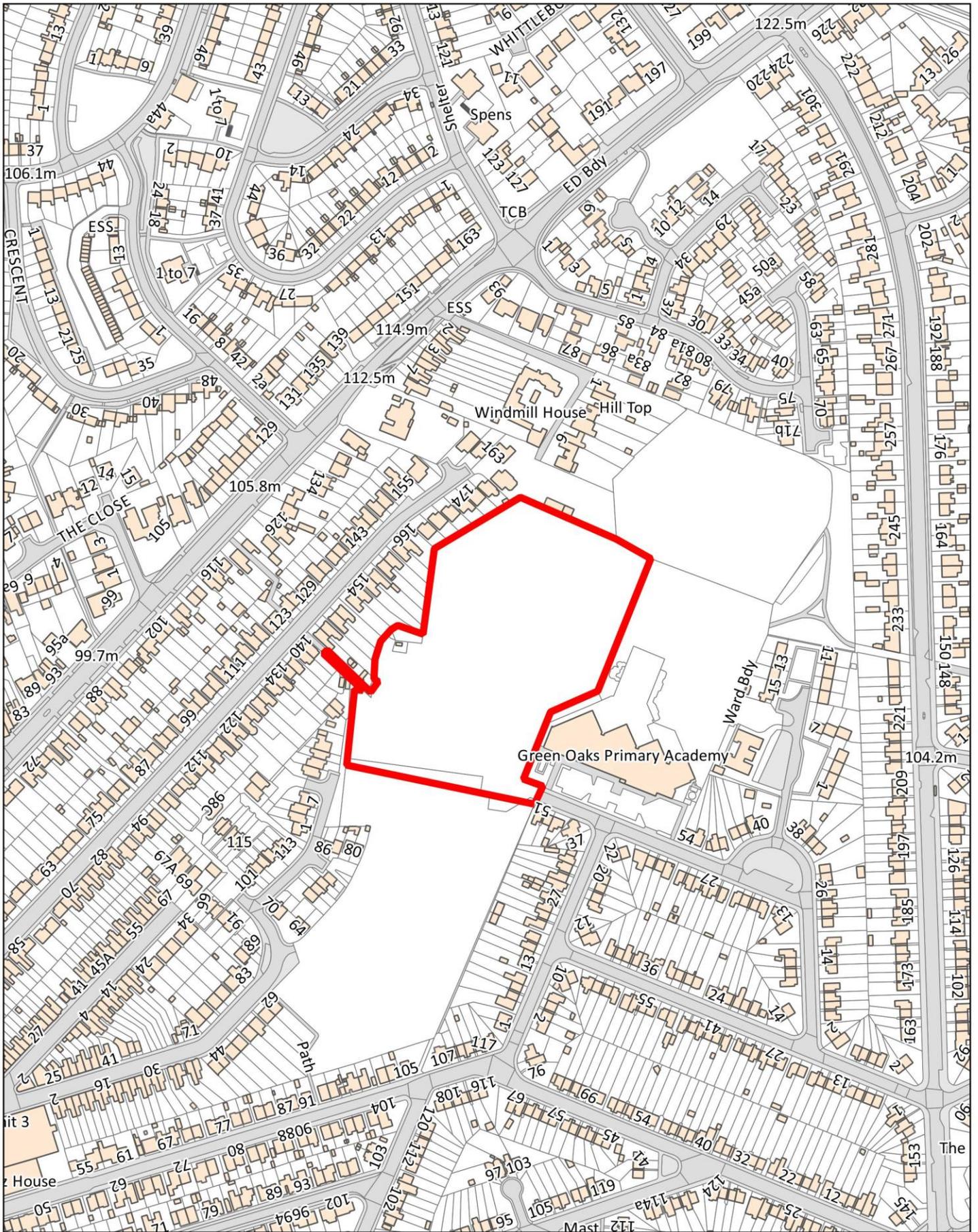
10.1 None

## **11. LEGAL IMPLICATIONS**

11.1 None

## **12. SUMMARY AND LINKS TO CORPORATE PLAN**

12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.



Title: **Land at Former Bective Middle School, Whiston Road**

© Crown copyright and database rights 2016 Ordnance Survey licence no. 10019655

Date: 25-08-2016

Scale: 1:3,000

Drawn by: -----



**PLANNING COMMITTEE:** 6<sup>th</sup> September 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2016/0847

**LOCATION:** Northampton Society Of Model Engines Delapre

**DESCRIPTION:** Erection of carriage storage and 2no. ground level tunnels

**WARD:** Delapre & Briar Ward

**APPLICANT:** Northampton Society of Model Engineers Ltd  
**AGENT:** John Tomlinson

**REFERRED BY:** Director of Regeneration, Enterprise and Planning  
**REASON:** Council owned land

**DEPARTURE:** No

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

1.1 **APPROVAL** subject to the conditions as set out below and for the following reason:

The proposed development due to its siting, design and scale would not have an undue detrimental impact on the amenity, appearance, character of the area in general, the Conservation Area or the setting of nearby listed buildings. The proposal thereby complies with Policy BN5 of the West Northamptonshire Joint Core Strategy, Polices E9, E18, E20 and E26 of the Northampton Local Plan and the National Planning Policy Framework.

**2. THE PROPOSAL**

2.1 The proposal is for the construction of a carriage storage shed which would be a brick structure with a flat roof, just over 1.5m in height and just over 11.5m in length. This would be situated adjacent to the track and used to store the “carriages” which are in fact of a ride on design, hence the small size of the structure. Also proposed are two “tunnels”. These would be positioned over two existing tracks at ground level and would consist of brick built tunnel mouths joined by steel profile sheeting as roof covering. At one end of the tunnels there would be a double tunnel mouth while the other ends would be two single tunnel mouths.

**3. SITE DESCRIPTION**

3.1 The site comprises the Northampton Model Engineers site, an established model railway site comprising tracks of different scales and associated station buildings. It is located to the northern edge of Delapre Park. The site is within the Delapre Park Conservation Area and adjacent to the

boundary of the registered battlefield site of the Battle of Northampton, which runs along the southern boundary of the application site. Within the adjacent grounds of Delapre Abbey there are eight listed buildings and structures, all of which are Grade II other than the Abbey itself which is Grade II\*. The nearest of these is over 300m from the proposed works.

3.2 The site has been occupied for this purpose since 1965. There are residential and employment units located to the north of the site, the rest of the site is surrounding by parkland.

#### **4. PLANNING HISTORY**

4.1 A number of planning permissions have been granted over the years including the erection of club premises in 1979. Following this, the organisation was granted permission in 1980 for a workshop and toilets facilities, replacement railway track in 1997, a workshop in 1999 and a ticket office in 2012.

#### **5. PLANNING POLICY**

##### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

Section 66(i) of the Planning (Listed Building and Conservation Areas) Act 1990 requires that the Local Planning Authorities, when considering any listed building consent application or any planning application for development that affects a listed building or its setting, to 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 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities when considering development to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

##### **5.2 National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Paragraph 17: Planning should conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.

Paragraph 132: When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation and any harm should require clear and convincing justification.

Paragraph 134: Where a development proposal will lead to less than substantial harm, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

### 5.3 **West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

Policy BN5 “The Historic Environment”, which sets out that heritage assets will be conserved and enhanced and that where heritage assets are at risk they will be appropriately conserved and managed.

### 5.4 **Northampton Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

Policy E9: Locally Important Landscape Areas - gives special importance to the impact of proposals to the character of locally important landscape areas.

Policy E20: New Development - the design of any new building or extension should adequately reflect the character of its surroundings in terms of layout, siting, form, scale and use of appropriate materials and that development should be designed, located and used in a manner which ensures adequate standards of privacy, daylight and sunlight.

Policy E26: Conservation Areas - development must preserve or enhance the character and appearance of the area, and not include the demolition of any building which makes a significant contribution to the character or appearance of the area.

Policy E38: Ancient Monument - planning permission will not be granted for development which would adversely affect the character or setting of a nationally important ancient monument (whether scheduled or not), important historic landscape or the site of the battle of Northampton.

### 5.6 **Supplementary Planning Documents**

The Site of the Battle of Northampton Conservation Management Plan 2014  
Planning out Crime in Northamptonshire SPG 2004

## 6. **CONSULTATIONS/ REPRESENTATIONS**

Comments received are summarised as follows:

6.1 **Environment Agency** – No objection.

6.2 **Historic England** – Application should be determined on the basis of national and local policy guidance and on the basis of specialist conservation and archaeological advice.

6.3 **Conservation** – No objection on conservation grounds. The proposed carriage sheds and tunnels will not be intrusive and will not harm the character or appearance of Delapre Park Conservation Area or the setting of the Abbey and outbuildings and battlefield.

6.4 **County Archaeologist** – Comments are awaited and will be reported to Committee by means of the addendum.

## 7. **APPRAISAL**

- 7.1 The issues to consider are the impact on the conservation area and the setting of the nearby listed Delapre Abbey and the Battlefield, as well as the impact on adjoining residential and commercial occupiers.
- 7.2 The proposal is for small scale structures within the confines of the existing model railway site. The site has been developed over the years with raised and ground level tracks, station buildings, a ticket office and storage sheds. Due to the enclosed nature of the site which is separated from the road by a stone wall and is surrounded by mature trees on most sides, as well as the walls of neighbouring commercial buildings, these structures are generally not visible from outside the site.
- 7.3 The proposed carriage storage building would only be 1.55m in height and 11.6m in length, and as such would not be a building in the conventional sense but a structure within which the ride on carriages could be stored, and from which they could readily be moved onto the track along rails. This would improve on the existing storage arrangements which require the carriages to be carried to and from the tracks. Due to the very small size of this building it would not be visible from outside the site and therefore would have no adverse impact on the setting of the conservation area, battlefield or listed buildings or the amenities of adjoining residential occupiers. In terms of the appearance of this structure, this would be a scale model of a carriage shed and as such it is considered that this would be in keeping with the character of the site as a model railway compound.
- 7.4 The proposed tunnels would consist of brick tunnel mouths, including a double mouth at one end where the tunnels would be side by side and two single mouths at the other ends, after the tunnels have diverged from each other. Between these ends the tunnel itself would be formed of profiled steel sheeting. Whilst these would be larger structures than the storage shed, being 2.5m in height and 20m and 24m in length, these would also not be visible from outside the site due to the screening of the site as discussed above.
- 7.5 In terms of the impact on adjoining occupiers, these proposed tunnels would be adjacent to the blank rear walls and the high boundary fence of neighbouring commercial buildings. As such the occupiers of these neighbouring premises would be unaware of the tunnels and there would be no additional impact in terms of noise.
- 7.6 Regarding the appearance of the tunnels themselves, the tunnel mouths would be scale models of real tunnel mouths, in keeping with the model railway. The tunnel roofs would be formed of steel sheeting and of a functional design in line with railway compound. They would be screened to a large extent by the existing vegetation and the tunnel sides would not be generally visible from the wider park area apart from visitors to the site, who would only be in this area when riding on a train as there is no public access on foot.
- 7.7 The site is outside the Battle of Northampton registered site but is in close proximity to this. Therefore there is the possibility of items of archeological interest existing in the area. As the foundations of the proposed structures would be very shallow, it is considered appropriate to impose a condition require a watching brief to safeguard any possibility of archaeological remains within the site.
- 7.8 A flood risk assessment was included with the application which states that the site would be at a low risk of flooding. The Environment Agency have confirmed that they have no objection to the application.

## **8. CONCLUSION**

- 8.1 Overall, the proposed structures would have no adverse visual impact and would not affect the conservation area, the setting of the listed buildings and battlefield, or the amenities of adjoining

occupiers. Any impact on archaeological remains could be mitigated by a suitable condition. The development is therefore considered acceptable and the recommendation is for approval.

## **9. CONDITIONS**

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved plans: Location Plan (1:1250), Location Plan (1:500), 01 (Carriage Store), 02 (Tunnel Portals).

Reason: For the avoidance of doubt and to accord with the terms of the planning application

- (3) Prior notice shall be given to the Local Planning Authority of the exact date on which it is proposed that construction of the development hereby permitted is to begin. During the construction period representatives of the Local Planning Authority shall be allowed access to the site in order to observe and inspect all excavation works and record all findings of archaeological interest. If required they shall be allowed to excavate such remains, provided that this shall not interfere unreasonably with the progress of the development.

Reason: In the interests of archaeological research in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

- (4) The proposed tunnel enclosure profile steel sheeting shall have an olive green colour finish (ref 12B27) in accordance with the details submitted on 24<sup>th</sup> August 2016 and retained thereafter.

Reason: In the interests of visual amenity and to preserve the character of the conservation area in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

## **10. BACKGROUND PAPERS**

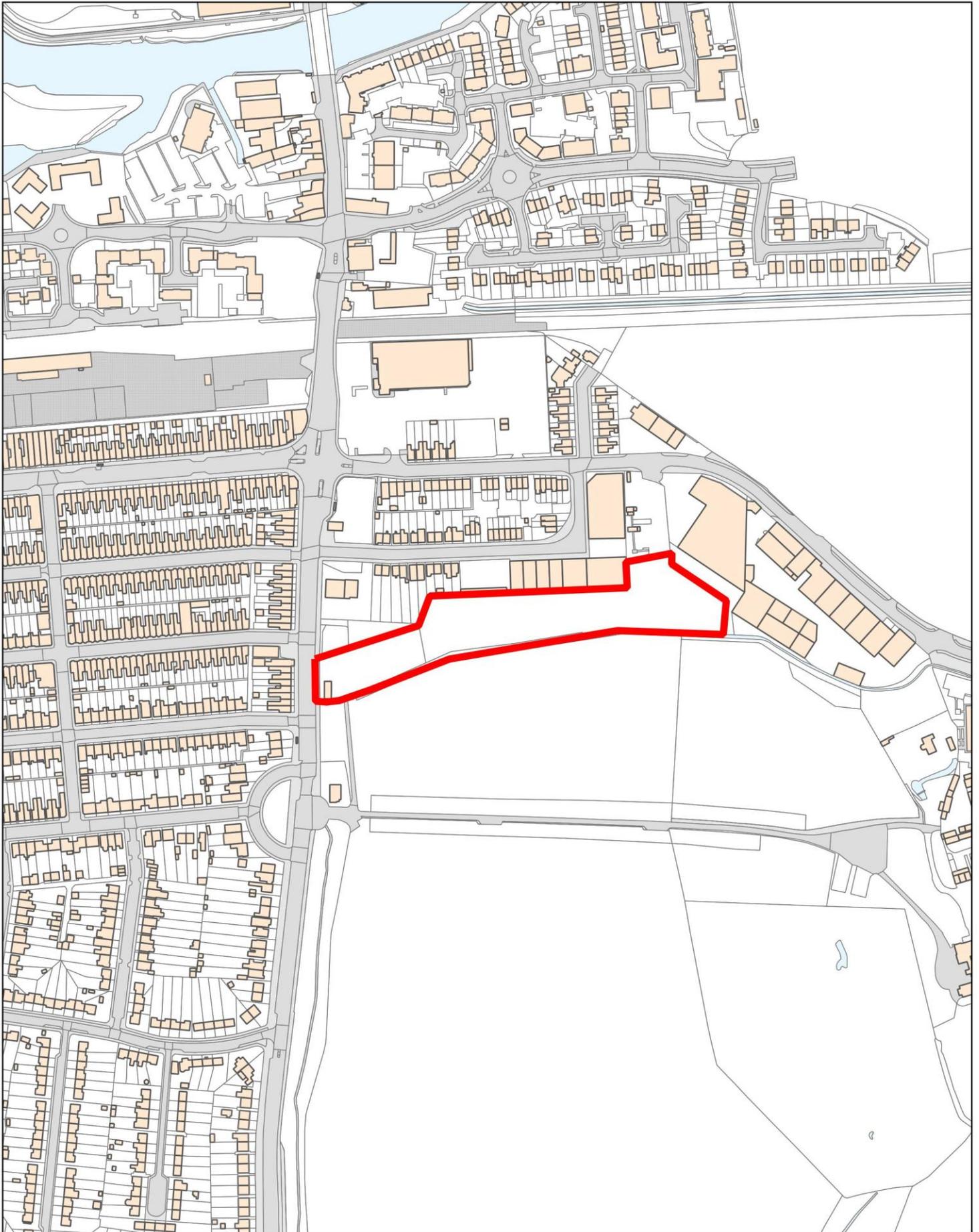
- 10.1 N/2016/0847.

## **11. LEGAL IMPLICATIONS**

- 11.1 The development is not CIL liable.

## **12. SUMMARY AND LINKS TO CORPORATE PLAN**

- 12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.



Title: **Delapre Park, London Road**

© Crown copyright and database rights 2016 Ordnance Survey licence no. 10019655

Date: 23-08-2016

Scale: 1:3,537

Drawn by: -----



**PLANNING COMMITTEE:** 6<sup>th</sup> September 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2016/0904

**LOCATION:** 22 Marriott Street, Northampton

**DESCRIPTION:** Change of use from dwelling (Use Class C3) to house in multiple occupation (Use Class C4) for 6 residents  
**WARD:** Semilong Ward

**APPLICANT:** Mr M Rowthorne  
**AGENT:** Alan McGowan Architects

**REFERRED BY:** Councillor L Marriott  
**REASON:** Loss of family dwelling

**DEPARTURE:** No

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

**1.1 REFUSAL** for the following reasons:

- (1) The proposed development would result in an over concentration of Houses in Multiple Occupation within a small area. As a result of this, the proposal would prevent the provision of an adequate mixture of house types within the vicinity and would adversely impact upon amenity levels. The development therefore fails to comply with the requirements of the National Planning Policy Framework; Policy H1 of the West Northamptonshire Joint Core Strategy; and the Houses in Multiple Occupation Interim Policy Statement.
- (2) It has not been demonstrated that the proposed development would have a neutral impact upon the highway system due to the lack of an assessment of car parking capacity within the vicinity. The development therefore fails to comply with the requirements of the National Planning Policy Framework and the Houses in Multiple Occupation Interim Policy Statement.

**2. THE PROPOSAL**

**2.1** The applicant seeks planning permission to change the use of the property from a dwelling to a House in Multiple Occupation (hereafter referred to a HIMO) for six people. No external alterations have been proposed.

**3. SITE DESCRIPTION**

- 3.1 The application site consists of a terraced property located in predominantly residential area. The surrounding properties are generally of a similar scale and type. A significant number of these are in use as HIMOs. It is also noted that some of the other dwellings within the wider area have been converted to flats. This therefore means that there is a relative under provision of family accommodation within the vicinity.
- 3.2 The site forms part of the Barrack Road Conservation Area. The terrace in which the application is sited is of significant proportions and features a degree of symmetry that contributes to a strong sense of place. The application site is opposite the Catholic Cathedral and Bishop's House.

#### **4. PLANNING HISTORY**

- 4.1 N/2016/0542 – Change of use from dwelling to house in multiple occupation for six people – Withdrawn.

#### **5. PLANNING POLICY**

##### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

- 5.2 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that Local Planning Authorities pay special attention in the exercising of planning functions to the desirability of preserving or enhancing the character or appearance of a conservation area.

##### **5.3 National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application.

- 5.4 Paragraph 17 seeks to secure high quality design and a good standard of amenity for existing and proposed occupiers, whilst paragraph 50 seeks to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Paragraph 35 requires the provision of safe traffic layouts that minimise the conflict between traffic, pedestrians and cyclists. Paragraph 131 states that Local Planning Authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets. 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

##### **5.5 West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

5.6 Policy H1 of the West Northamptonshire Joint Core Strategy (hereafter referred to the JCS) states that development should provide for a mix of house types, sizes and tenures to cater for different accommodation needs. Housing developments will be expected to make the most efficient use of land having regard to the location and setting of the site, the existing character and density of the local area, accessibility to services and facilities, proximity to public transport routes, the implications of density for affordability and viability, the living conditions provided for future residents, the impact on the amenities of occupiers of neighbouring properties. Policy S10 requires development to satisfy a range of sustainable development principles, including safety and creating a strong sense of place.

#### 5.7 **Northampton Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

5.8 Policy E20 of the Northampton Local Plan requires that new development should adequately reflect the character of surroundings. Policy E26 requires that new development have a neutral impact on conservation areas. In addition, Policy H30 requires HMOs to be of sufficient size to accommodate the proposed use and not result in an over concentration to the detriment of the character and amenity of the area or result in a substantial demand for on street parking in areas judged to be experiencing difficulties.

#### 5.9 **Supplementary Planning Documents**

In November 2014, the Council adopted an Interim Policy Statement of HMOs. This established a number of key principles for consideration. In essence, proposals for HMOs should:

- Result in a balanced and mixed community and protect the physical character of the street and neighbourhood as a whole by not resulting in a concentration of similar uses; a material change or adverse impact on the character of the area; or more than 15% of HMOs within a 50m radius.
- Secure the provision of adequate facilities, amenities and minimise flood risk.
- Promote use of public transport, cycling and walking and secure provision of adequate parking.
- Ensure adequate refuse provision and storage.

### 6. **CONSULTATIONS/REPRESENTATIONS**

6.1 **Cllr. L. Marriott** – Object due to loss of a family dwelling. This is of significant importance due to the conversion of the former sorting office to a school, which is likely to increase the need for family housing.

### 7. **APPRAISAL**

7.1 Whilst it is accepted that the proposed development would encompass an existing dwelling hereby ensuring a satisfactory level of amenity for the future occupiers of the development, there are concerns regarding the number of HMOs within the vicinity. The interim policy statement states that no more than 15% of buildings within a 50m radius should be used for HMOs. The Council's data indicates that of the 38 buildings within this radius, approximately 24% would be in use as HMOs in the event of this application being approved.

7.2 It is considered that the development would create an over dominance of house types within the vicinity, which would be contrary to the aims and objectives of the NPPF, the JCS and the

Interim Policy Statement. Given this, it is considered that the principle of a further HIMO is unacceptable. Furthermore, the proposed development would include six residents. This is an intensity that is likely to be greater than what would normally be expected within a family dwelling. As such, the impacts of the development (in terms of matters such as increased comings and goings and refuse generation) are likely to be greater than those associated with a conventional family dwelling.

- 7.3 For the foregoing reasons, it is concluded that the harm arising from the breach of the adopted planning policies is significant due to the loss of other family accommodation elsewhere within the vicinity. The development therefore prevents the provision of a sustainable mixture of housing, whilst the cumulative impacts of this proposal combined with the similar developments elsewhere.
- 7.4 Given the number of residents that would be present in the property, it is reasonable to assume that as least some would have access to a private car. Due to the general reliance upon on street parking in the vicinity, it is recognised that the development would increase the demand for on street spaces. Given the lack of a parking survey, it has therefore not been demonstrated that the proposed development would have a neutral impact on the highway safety.
- 7.5 In addition to this factor, a HIMO would be occupied by six adults, which again would be unusual within a conventional family dwelling. As a result of these points, it can be reasonably concluded that the patterns of usage are likely to be materially different than a dwelling used for purposes falling within Use Class C3. It is also worth noting that there has been growth in the likely groups that may occupy a HIMO due to market forces. Therefore, HIMOs can be occupied by groups of people, such as young professionals where car ownership may be higher than other groups more associated with HIMO residence, such as students.
- 7.6 It is accepted that the proposed development would have a neutral impact upon the amenities of surrounding properties and the lack of external alterations ensure that there would be a neutral impact upon the surrounding heritage assets, however, this is not considered sufficient to outweigh the harm as previously identified.

## **8. CONCLUSION**

- 8.1 The development would result in the loss of a building that could be utilised for a family dwelling, which would adversely impact upon the character of the vicinity and the amenities of the occupiers of surrounding properties. The applicant has not demonstrated that the proposal would have a neutral impact on highway safety. The application is therefore recommended for refusal.

## **9. BACKGROUND PAPERS**

- 9.1 N/2016/0904.

## **10. LEGAL IMPLICATIONS**

- 10.1 None.

## **11. SUMMARY AND LINKS TO CORPORATE PLAN**

- 11.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.





**PLANNING COMMITTEE:** 6<sup>th</sup> September 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2016/1057

**LOCATION:** Delapre Abbey , London Road

**DESCRIPTION:** Installation of 4no non-illuminated signs

**WARD:** Delapre & Briar Ward

**APPLICANT:** Delapre Abbey Preservation Trust  
**AGENT:** Delapre Abbey Preservation Trust

**REFERRED BY:** Director of Regeneration, Enterprise and Planning  
**REASON:** Council owned land

**DEPARTURE:** No

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

1.1 **APPROVAL** subject to the conditions as set out in paragraph 8 below.

**2. THE PROPOSAL**

2.1 The proposal is for the erection of four non-illuminated signs of two designs. This includes an arrival sign giving directions to the car park and entrance and three directional signs which would act in a similar way to finger post signs, showing directions to various features within the site.

2.2 The arrival sign would be 2m in height and 0.75m in width with a powder coated steel finish with a grey colour and a concrete base. The direction signs would be 2.4m high and 0.4m in width, again would be finished in powder coated steel with multi coloured layer details and with a concrete base.

**3. SITE DESCRIPTION**

3.1 The proposed signage would be in the grounds of Delapre Abbey. The arrival sign would be located to the north off the access drive near to the fork in the driveway whilst the three directional signs would be at points around the site, to direct visitors.

3.2 The site falls within Delapre Park Conservation Area and Registered Battlefield. Within the grounds of Delapre Abbey there are eight listed buildings and structures, all of which are Grade II other than the Abbey itself which is Grade II\*.

#### **4. PLANNING HISTORY**

- 4.1 N/2014/0470 – Two sided sign at entrance to Abbey from London Road – Approved 11/06/14 (temporary consent).
- 4.2 N/2014/0538 – Hoarding sign within car park area – Approved 11/06/14 (temporary consent).
- 4.3 N/2014/1388 - Erection of a 6m flag pole and flag – Approved 28/01/15.

#### **5. PLANNING POLICY**

##### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

Section 66(i) of the Planning (Listed Building and Conservation Areas) Act 1990 requires that the Local Planning Authorities, when considering any listed building consent application or any planning application for development that affects a listed building or its setting, to 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 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities when considering development to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

##### **5.2 National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following section is of particular relevance to this application:

Paragraph 67 states that applications for advertisement consent should only be considered in terms of the impacts of amenity and public safety, as established by the Advertisement Regulations. Furthermore, the same paragraph states that poorly placed advertisements can have a detrimental impact upon the quality of the built and natural environment.

##### **5.3 West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

Policy S10 - Development to achieve the highest standards of sustainable design.

##### **5.4 Northampton Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

E20 – New Development: Design to adequately reflect the character of its surroundings in terms of layout, siting, form, scale and use of appropriate materials.

E26 – Conservation Areas: Consent for advertisements in conservation areas will be granted so long as the development preserves or enhances the character and appearance of those areas.

## 6. CONSULTATIONS/ REPRESENTATIONS

Comments received are summarised as follows:

- 6.1 **Conservation** – The solid metal arrival sign and directional block signs from the car park have been designed to be a distinctive addition to the setting that reflect the theme adopted throughout the site. Whilst a more traditional timber sign would be appropriate to the location, consider the proposed signs will not harm the setting of the listed buildings at Delapre and park / battlefield and have a reversible impact on the character and appearance of Delapre Abbey conservation area.
- 6.2 **Historic England** – Comments are awaited and will be reported to Committee by means of the Addendum.

## 7. APPRAISAL

- 7.1 The two relevant material considerations for the determination of applications for advertisement consent are the impacts upon amenity and public safety, as stipulates in the NPPF.
- 7.2 In respect of visual amenity, the principal considerations are that the signage would be within the grounds of Delapre Abbey, a Grade II\* listed building, and also within the Delapre Conservation Area.
- 7.3 It is considered that the proposed arrival sign would be of a size which is considered to be consistent with its function of welcoming visitors to the Abbey and indicating the location of the car park. Due to its location and size, it is considered that this sign would have a neutral impact on the setting of the listed building or the conservation area.
- 7.4 The three directional signs would be a variation on the theme of traditional finger posts. These signs would be 2.4m high and 40cm wide. The signs would be multi coloured to clearly differentiate the different attractions around the site. It is considered that these features are a necessary part of the function of the signage in guiding visitors around the site and that the positioning of the signs strikes an appropriate balance between an effective function and the need to respect the setting of the listed building and the character of the Conservation Area. The proposed installation is reversible and hence would not cause any undue harm to the heritage asset.
- 7.5 The proposed signage would not impact on public safety as the installation would not obstruct views for car drivers within the Abbey grounds. It is therefore considered that the proposal is acceptable and would help to assist to bring forward the Abbey as a major public attraction.
- 7.6 As the proposed signage would require foundations to the installation, it is recommended that a watch brief is required to assess any archaeological impact. A planning condition is therefore recommended accordingly.

## 8. CONDITIONS

- (1) No advertisement is to be displayed without the permission of the owner of the site or any other person with an interest in the site entitled to grant permission.

- (2) No advertisement shall be sited or displayed so as to:
- a. endanger persons using any highway, railway, waterway, dock, harbour or aerodrome (civil or military);
  - b. obscure or hinder the ready interpretation of, any traffic sign, railway signal or aid to navigation by water or air;
  - c. hinder the operation of any device used for the purpose of security or surveillance or for measuring the speed of any vehicle.
- (3) Any advertisement displayed, and any site used for the display of advertisements, shall be maintained in a condition that does not impair the visual amenity of the site.
- (4) Any structure or hoarding erected or used principally for the purpose of displaying advertisements shall be maintained in a condition that does not endanger the public.
- (5) Where an advertisement is required under these Regulations to be removed, the site shall be left in a condition that does not endanger the public or impair visual amenity.
- (6) Prior notice shall be given to the Local Planning Authority of the exact date on which it is proposed that installation of the advertisements hereby permitted is to begin. During the construction period representatives of the Local Planning Authority shall be allowed access to the site in order to observe and inspect all excavation works and record all findings of archaeological interest. If required they shall be allowed to excavate such remains, provided that this shall not interfere unreasonably with the progress of the installation of the advertisement.

Reason: In the interests of archaeological research in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

## **10. BACKGROUND PAPERS**

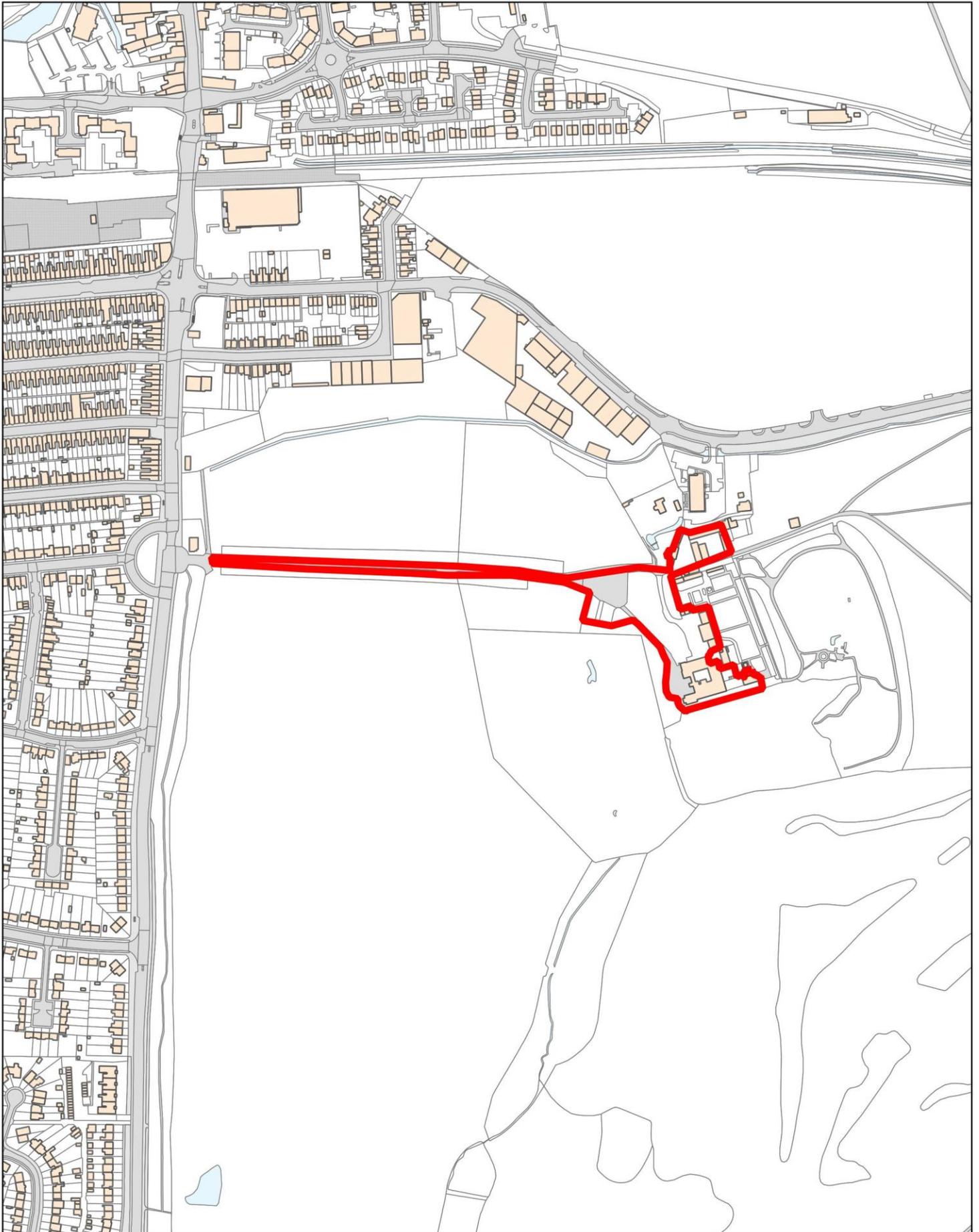
- 10.1 Application file N/2016/1057.

## **11. LEGAL IMPLICATIONS**

- 11.1 None.

## **12. SUMMARY AND LINKS TO CORPORATE PLAN**

- 12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.



Title: **Delapre Abbey, London Road**

Date: 14-04-2016

Scale: 1:4,500

Drawn by: Plannir

© Crown Copyright 2014. Reproduced from Ordnance Survey data with the permission of the controller of Her Majesty's Stationery Office. Ordnance Survey is a registered trademark. Northampton Borough Council License Number 100019655.