



NORTHAMPTON
BOROUGH COUNCIL
Planning Committee

PLANNING COMMITTEE: 27th April 2016
DIRECTORATE: Regeneration, Enterprise and Planning
DIRECTOR: Steven Boyes
REPORT TITLE: N/2015/0329

Hybrid application including outline planning application for the demolition of the former infirmary, former school and former nurses accommodation building and the erection of retirement village and specialist care facilities, all matters reserved except access and scale. Full planning application for the conversion and extension of the former workhouse building to comprise care apartments and car parking.

N/2015/0330

Listed building application for demolition of former schoolhouse, former nurse's accommodation building and infirmary building. Alterations and extensions to main workhouse building.

St Edmunds Hospital, Wellingborough Road

1. RECOMMENDATION

1.1 That the Committee **AGREE** that the proposed phasing plan to carry out works to the Workhouse building to be secured by planning conditions.

2. PURPOSE OF REPORT

2.1 To update the Planning Committee on the progress of the planning application and listed building consent applications in relation to the former St Edmunds Hospital site, Wellingborough Road.

3. BACKGROUND

3.1 Both the applications were considered at Planning Committee on 9th June 2015, and were approved in principle subject to:

- a) Delegated authority be granted to the Director of Regeneration, Enterprise and Planning to consider, following the submission of a viability assessment by the applicants, whether there is a clear and convincing justification that the proposed development in its current form is essential to secure the regeneration of the site, and whether the substantial public benefit of such regeneration will

outweigh the substantial harm which would be caused to the heritage assets as a result of the development.

- b) Delegated authority be granted to the Director of Regeneration, Enterprise and Planning to formulate a list of appropriate planning conditions and to consider whether, in the light of the submitted viability assessment, contributions for health and construction training including the Council's monitoring fees under a Section 106 agreement are appropriate and if so to enter into such an agreement with the developer prior to issuing the planning permission.
- c) That delegated authority be granted to the Director of Regeneration, Enterprise and Planning to secure a planning obligation by way of a S106 agreement to ensure that the development works for the workhouse building are carried out in accordance with a timescale to be agreed with the Local Planning Authority, with delegated authority being granted to the Director of Regeneration, Enterprise and Planning.

4. **LATEST POSITION**

- 4.1 Since then, the Council has been working closely with the applicant, encouraging them to resolve the outstanding matters in order to bring about the re-development of the site. Several of the buildings, including the three to the rear of the site (infirmary building, nurses home and school house) have also increasingly been used by rough sleepers, and have recently seen a number of fires, potentially compromising the safety of persons on the site and in surrounding premises.
- 4.2 The information about the issues needed to grant permission has now been submitted by the applicant Kayalef Holdings Ltd, and has been assessed by officers and independently verified. On that basis, the Director of Regeneration, Enterprise and Planning is satisfied that:
 - The submitted viability assessment has demonstrated that, given the costs associated with refurbishing the Workhouse building and the regeneration of the whole site, there is a clear and convincing justification that the substantial public benefit of such regeneration will outweigh the substantial harm which would be caused to the heritage assets i.e. by the demolition of the infirmary building, nurses home and school house and alterations to the Workhouse which is the principal listed building.
 - In the light of the submitted viability assessment, it is not appropriate to secure contributions for health and construction training as this would compromise the overall viability of the scheme.
 - In view of the above, a Section 106 Agreement is no longer required and therefore it is now proposed to secure by conditions the requirement for submission of a phasing plan detailing the programme of demolition works and re-development of the site. This will provide for the Workhouse to be secured and made watertight once development commences, and that the refurbishment of the Workhouse is tied in with the development and phasing of the other elements of the proposal.
 - The Local Lead Flood Authority has also confirmed that the revised flood risk assessment as submitted is acceptable and the impact of surface water drainage has been adequately addressed.
- 4.3 Members are advised that planning permission and listed building consent will be issued shortly after 27th of April.

5. CONDITIONS

N/2015/0329 – Planning Application

(1) Approval of the details of the appearance, landscaping and layout (“the reserved matters”) shall be obtained from the Local Planning Authority in writing before any development is commenced in respect of the part of the site for which outline permission is hereby granted.

Reason: This is a hybrid application and part of this permission is in outline only granted under Article 5(1) of the Town and Country Planning (Development Management Procedure) Order 2015.

(2) Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

(3) The development hereby permitted shall be begun either before the expiration of five years from the date of this permission, or, if later, before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

(4) The development hereby permitted shall be carried out in accordance with the following approved plans: R118-100, R118A-102A, R118-201D, R118-202C, R118-203C, R118-205B, R118-206B, R118-207, R118-208 and R118-209.

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

(5) 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 and setting of the listed building 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 and setting of the listed building.

(6) Within one month of the commencement of the demolition of the curtilage listed buildings (infirmary, school house and nurses home) hereby authorised, a strategy to provide full protection of the former Workhouse building from the elements shall be submitted to and approved in writing by the Local Planning Authority. The approved protection strategy shall thereafter be implemented in full in accordance with the approved details within two months of the approval thereof and shall be retained in place until such time as the external works (viz repair and replacement of the roof, rainwater goods, walls, external doors and windows as set out in the schedule of works as required under Condition 16 below to the former Workhouse building have been carried out to the satisfaction of the Local Planning Authority as confirmed in writing.

Reason: To ensure preservation of the listed building in accordance with BN5 of the West Northamptonshire Joint Core Strategy.

(7) Prior to the commencement of development on each phase, other than demolition and site clearance works, full details of the method of the treatment of the external boundaries of the site together with boundaries to the individual elements within the site shall be submitted to and approved in writing by the Local Planning Authority and thereafter implemented in accordance with the approved details and retained thereafter.

Reason: To ensure the protection of the setting of the listed building and visual amenity of the area in accordance with BN5 of the Northamptonshire Joint Core Strategy.

(8) No development shall commence on each building within the relevant phase of development until full details and samples of all external facing materials including windows and doors of that building have been 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 a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

(9) Prior to work commencing on each of the listed buildings, full details of replacement fittings including windows, doors, stairways, cornices, roofs and rainwater goods for the retained listed buildings of the relevant phase of development, at a scale of 1:10 shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure the protection of the integrity of the listed buildings in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

(10) Prior to the occupation of any buildings within each phase of the development, details of the provision for the storage of refuse and materials recycling within that phase shall be submitted to and approved in writing by the Local Planning Authority, implemented prior to the premises being used for the permitted purposes and retained thereafter.

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

(11) Prior to the commencement of each phase of the development on the site, other than demolition and site clearance works, a scheme for the provision and implementation of foul water drainage shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented and completed fully in accordance with the approved details and the approved implementation programme and maintained thereafter.

Reason: To secure the satisfactory drainage of the site in accordance with Policy BN7 of the West Northamptonshire Joint Core Strategy.

(12) All surface water from parking and manoeuvring areas shall be passed through a petrol interceptor, the details of which shall be submitted to and approved in writing by the Local Planning Authority, prior to disposal to groundwater, watercourse or surface water sewer and the interceptor shall be maintained thereafter.

Reason: To prevent pollution of the water environment in accordance with Policy BN9 of the West Northamptonshire Joint Core Strategy.

(13) Prior to the commencement of the development, a phased Construction Environment Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. This shall include details of:

- The intended hours and duration of work;
- Details of any piling operation measures to safeguard the existing listed buildings structures and residential amenity;
- Measures proposed to minimise dust and noise;
- On and off site construction traffic management proposal;
- Vehicle routing;
- Wheel washing facilities;
- The location and waste management and site compound areas within the site relevant to that phase; and
- A method statement for the demolition of the buildings on site including details of any materials that will be salvaged and used elsewhere on the site and measures to ensure the protection of the existing buildings and curtilage listed boundary wall.

Development works shall be carried out in accordance with the approved CEMP.

Reason: To manage the impact of the development upon the local area during its construction in the interests of public amenity and the local natural environment in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy. This is a pre-commencement condition as it is necessary to have the information prior to development commencing on site.

(14) Prior to the commencement of construction works to the approved new buildings on each phase of the development, details of the existing and proposed ground and finished floor levels of the development in relation to the adjacent listed buildings and residential properties 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 amenity and to ensure that the settings of the adjacent listed buildings is not adversely affected in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy and Policy E20 of the Northampton Local Plan.

(15) Prior to the commencement of work on each phase of the development, other than demolition and site clearance works, details of a lighting scheme for the external areas of the site relevant to that phase shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the position and design of any lighting columns, together with specifications indicating the level of illumination across the site and hours of operation for any lighting and shall provide data on the predicted lighting levels, including the vertical illuminance levels, at all sensitive premises due to the proposed scheme. Development shall be carried out in accordance with the approved details and shall be retained as approved thereafter.

Reason: To secure a satisfactory level of illumination in the interests of crime prevention and the setting of the listed buildings in accordance with Policies S10 and BN5 of the West Northamptonshire Joint Core Strategy.

(16) Prior to work commencing on each of the listed buildings (former Workhouse and former gatehouse), a detailed schedule of works shall be submitted to and approved in writing by the Local Planning Authority. The proposed schedule of works shall include the following:

Details of the repair and replacement of the roof, rainwater goods, floors, walls and doors (internal and external), windows, cornices and other internal fittings including replastering of walls; and the timescale, nature, scope, materials, methodology and approach to those works, including drawings where necessary. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the approved works to the listed buildings are carried out to the satisfaction of the Local Planning Authority in the interests of safeguarding the future of the listed building in accordance with BN5 of the West Northamptonshire Joint Core Strategy.

(17) No more than 50% of the accommodation within the proposed retirement village specialist care facilities shall be occupied until the internal works to the listed Workhouse building are completed in accordance with the approved schedule of works for that building as stated in Condition 16 above.

Reason: To safeguard the future of the listed building in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

(18) A hard and soft landscaping scheme in relation to the part of the full planning application site shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of amenity and setting of the listed building in accordance with Policy E20 of the Northampton Local Plan and Policy BN5 of the West Northamptonshire Joint Core Strategy.

(19) 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 first occupation of the proposed care apartments in the former workhouse building, 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, unless the Local Planning Authority gives written consent to any variation.

Reason: In the interests of amenity and setting of the listed building in accordance with Policy E20 of the Northampton Local Plan and Policy BN5 of the West Northamptonshire Joint Core Strategy.

(20) 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 carried out. 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 and phasing programme. Confirmation of the full implementation of the scheme and validation report(s) shall be submitted to the Local Planning Authority within 2 weeks of completion.

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 BN9 of the West Northamptonshire Joint Core Strategy.

(21) Full details of the proposed surface treatment of all access, parking areas, amenity areas and footpaths shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of construction work on each phase of the development. The development shall be carried out in accordance with the approved details

and completed prior to the occupation of the buildings within the relevant phase of development.

Reason: To secure a satisfactory standard of development in keeping with the surrounding area in accordance with Policy E20 of the Northampton Local Plan.

(22) Prior to the commencement of each phase of the development, other than demolition and site clearance works, a scheme shall be submitted to and approved in writing by the Local Planning Authority which specifies the sources of noise and vibration within that development phase whether from fixed plant or equipment or noise generated within the buildings and the provisions to be made for its control. The approved scheme shall be implemented prior to the commencement of the uses hereby permitted and retained thereafter.

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

(23) Prior to the commencement of each phase of the development, other than demolition and site clearance works, an assessment of the noise exposure of each habitable room and/or outdoor amenity spaces due to transportation noise shall be submitted to and approved in writing by the Local Planning Authority. This must take into account the likely growth of traffic over the next 15 years.

When noise levels in any habitable room or amenity space may exceed:

- Indoor habitable areas – $L_{Aeq,16H35}$ dB window open, during the daytime period (07:00 - 23:00)
- Bedrooms – $L_{Aeq,8H30}$ dB and L_{AMAX} 45 dB (for 2+events per hour) window open, during the night time period (23:00-07:00)
- Outdoor Amenity Spaces – $L_{Aeq,16H}$ 50 dB

A scheme to protect any affected habitable rooms/bedrooms or outdoor amenity spaces 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 retained thereafter.

Reason: In order to safeguard the amenities of future occupiers in accordance with Policy BN9 of the West Northamptonshire Joint Core Strategy.

(24) The proposed development shall be carried out fully in accordance with the details as contained in the submitted revised Flood Risk Assessment reference 15/20958 dated April 2016, subject to the requirements of Condition 31 (Detailed Design of Surface Water Drainage).

Reason: To reduce the risk of flooding and in accordance with Policy BN7 of the West Northamptonshire Joint Core Strategy.

(25) Prior to the commencement of each phase of the development, other than demolition and site clearance works, full details of swept paths for delivery, service, refuse and emergency vehicles accessing the proposed development to demonstrate that the internal layout can adequately and safely accommodate expected vehicle access and manoeuvring 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: To secure a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

(26) An updated site wide travel plan shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any development on site. The plan shall be implemented at all times that the development is occupied.

Reason: To reduce the reliance on the private cars in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

(27) Prior to the commencement of each phase of the development, other than demolition and site clearance works, 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 occupation of the buildings in each phase of the development and retained thereafter.

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

(28) The parking spaces to serve the care apartments within the former Workhouse Building and associated turning, loading and unloading spaces shown on the submitted plan reference R118A-102 Rev A, shall be laid out and marked out prior to the development being first brought into use and retained thereafter.

Reason: To ensure that the proposed development does not prejudice the free flow of traffic or condition of highway safety in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

(29) No development shall take place on each phase of development 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.

(30) Full details of the security measures to be incorporated into the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved measures, which shall be in place before the occupation of the development for the permitted uses and retained thereafter.

Reason: To ensure a satisfactory standard and layout of accommodation is provided in the interests of the amenity of occupants in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

(31) No development, other than demolition and site clearance works, shall take place until a detailed design of 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 be subsequently be implemented in accordance with the approved details before the development is commenced. The scheme shall subsequently be implemented in accordance with the approved details. 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 structures.

b) A more comprehensive array of storm durations used to demonstrate that the critical storm (for discharge volume) has been used in both the analysis and the sizing of any attenuation devices.

c) The FRA proposed that most of the surface water drainage from the proposed development will infiltrate into the sub-soils. Therefore the need for an underground oversized pipe must be demonstrated and it must be demonstrated that any proposed soakaway can discharge from full or half-volume within 24 hours, to allow for subsequent storm inflow.

d) Demonstration that all exceedance flows are retained within the site boundary and drawing showing the route of overland flow from the site.

Reason: To reduce the risk of flooding both on and off site in accordance with the NPPF and Policy 13 (q) of the Core Strategy for West Northamptonshire by ensuring the satisfactory means of surface water attenuation and discharge from the site.

(32) No development, other than demolition and site clearance works, shall take place until a detailed scheme for the ownership and maintenance 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.

Reason: To ensure the future maintenance of drainage systems associated with the development 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.

Informatives:

1. An application to discharge trade effluent must be made to Anglian Water and permission must have been obtained before any discharge of trade effluent can be made to the public sewer.

N/2015/0330 – Listed Building Consent Application

Conditions:

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

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

- (2) Prior to work commencing on each of the listed buildings (former workhouse and former gatehouse), a detailed schedule of works shall be submitted to and approved in writing by the Local Planning Authority. The proposed schedule of works shall include the following:

Details of the repair and replacement of the roof, rainwater goods, floors, walls and doors (internal and external), windows, cornices and other internal fittings including replastering of walls; and the timescale, nature, scope, materials, methodology and approach to those works, including drawings where necessary. Development shall be carried out in accordance with the approved details.

Reason: To ensure the protection of the integrity of the listed buildings in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

(3) Prior to work commencing on each of the listed buildings (former workhouse and former gatehouse), full details of replacement fittings including windows, doors, stairways, cornices, floors, roofs, rainwater goods for the retained listed buildings of the relevant phase of development, at a scale of 1:10 shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details.

Reason: To ensure the protection of the integrity of the listed buildings in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

(4) Prior to the commencement of any work hereby authorised a detailed condition survey of the former workhouse building and the former gatehouse shall be carried out by a suitably qualified person and the survey report shall be submitted to and approved in writing by the Local Planning Authority. The report shall include details of the structure condition of foundations, walls, floors and floor joists, rainwater goods and roof including the results of testing for any rot or infestation. Any works identified in the report as being necessary to secure the structural integrity of the building or to preserve important features shall be carried out as soon as is necessary and in any event within a timescale to be agreed with the Local Planning Authority within four weeks of the date of survey.

Reason: To ensure preservation of the listed building in accordance with BN5 of the West Northamptonshire Joint Core Strategy.

(5) Within one month of the commencement of the demolition of the curtilage listed buildings (infirmary, school house and nurses home) hereby authorised, a strategy to provide full protection of the former workhouse building from the elements shall be submitted to and approved in writing by the Local Planning Authority. The approved protection strategy shall thereafter be implemented in full in accordance with the approved details within two months of the approval thereof and shall be retained in place until such time as the external works (viz repair and replacement of the roof, rainwater goods, walls, external doors and windows as set out in the schedule of works as required under Condition 2 above to the former workhouse building have been carried out to the satisfaction of the Local Planning Authority as confirmed in writing.

Reason: To ensure preservation of the listed building in accordance with BN5 of the West Northamptonshire Joint Core Strategy.

(6) Details and/or samples of all proposed external facing materials shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in full accordance of the approved details.

Reason: To ensure the protection of the integrity of the listed buildings in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

(7) Full details of the method of the treatment of the external boundaries of the site together with boundaries to the individual elements within the site shall be submitted to and approved in writing by the Local Planning Authority and thereafter implemented in accordance with the approved details.

Reason: To ensure the protection of the integrity of the listed buildings in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

(8) No works authorised by this consent, other than demolition, shall take place until a scheme of hard and soft landscaping in respect of all external areas has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the protection of the setting of the Listed Buildings in accordance with BN5 of the West Northampton Joint Core Strategy.

(9) 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 first occupation of the proposed care apartments in the former workhouse building, 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, unless the Local Planning Authority gives written consent to any variation.

Reason: In the interests of amenity and setting of the listed building in accordance with Policy BN5 of the West Northamptonshire Joint Core Strategy.

6. LEGAL IMPLICATIONS

6.1 As set out in the report.

7. SUMMARY AND LINKS TO CORPORATE PLAN

7.1 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.