



Planning Committee Report

Application Numbers: WNN/2023/0246

Location: Beethoven House,
32 Market Square,
Northampton,
NN1 2DQ

Development: Listed Building Consent Application for Change of Use of existing offices (Class E) to House in Multiple Occupancy for 15No persons (Sui Generis) at first, second and third floor levels. Class E use retained at ground floor level. To include external and internal alterations as shown on submitted drawings

Applicant: Mr A Putjatin

Agent: Mr A Putjatin

Case Officer: Andrew Holden

Ward: Castle Unitary Ward

Reason for Referral: Associated planning application called in by Councillor Danielle Stone: This is overdevelopment and inappropriate for a prestigious regeneration location. It does not contribute to our vision for the town where children and families can thrive. We need development in the town centre that contributes to local amenity, provides stability and builds community. HMOs do the opposite and should not be allowed in this location. There is already overdevelopment and an imbalance of residential provision aimed at single people

Committee Date: 5TH October 2023

EXECUTIVE SUMMARY OF PROPOSALS AND RECOMMENDATION

RECOMMENDATION: THAT THE ASSISTANT DIRECTOR FOR PLANNING AND DEVELOPMENT BE GIVEN DELEGATED POWERS TO GRANT PERMISSION FOR THE DEVELOPMENT SUBJECT TO CONDITIONS

Proposal

Listed Building Consent Application for works to the building required for a change of use of existing offices (Class E) to House in Multiple Occupancy for 15No persons (Sui Generis) at first, second and third floor levels. Class E use retained at ground floor level. To include

external and internal alterations as shown on submitted drawings.

Consultations

The following consultees have raised **objections** to the application:

- Councillor Danielle Stone
- Northampton Town Council
- Town Centre Conservation Area Advisory Committee

The following consultees have raised **no objections** to the application:

- Historic England
- Archaeologist
- Conservation

No letters of objection have been received and no letters of support have been received.

Conclusion

The application has been assessed against the relevant policies in the NPPF, the adopted Local Plans and other relevant guidance as listed in detail at Section 4 of the report.

The key issues arising from the application details are:

- Impact on the character and historical interest of the listed building

The report looks into the key planning issues in detail, and Officers conclude that the proposal is acceptable subject to conditions.

Members are advised that the above is a summary of the proposals and key issues contained in the main report below which provides full details of all consultation responses, planning policies, the Officer's assessment and recommendations, and Members are advised that this summary should be read in conjunction with the detailed report.

MAIN REPORT

1 APPLICATION SITE AND LOCALITY

- 1.1 The application site comprises a Grade II* listed 17th century building located on the Market Square in Northampton town centre and within the All Saints Conservation Area. The building has three storeys with an additional room in the roofspace. It was last used as offices but has been vacant for over 10 years.

2 DESCRIPTION OF PROPOSED DEVELOPMENT

- 2.1 The proposed development, as amended, is to retain the use of the ground floor as Use Class E and to convert the first, second and third floors to a House in Multiple Occupation (HiMO) for 15 residents. Applications for planning permission and listed building consent have been submitted, which relate to the same proposal. This report

considers the listed building consent application and a separate report on this agenda considers the planning application.

3 RELEVANT PLANNING HISTORY

3.1 The following planning history is considered relevant to the current proposal:

Application Ref.	Proposal	Decision
N/1973/LB02	Renovations To Existing Building – Comprising the removal of a door to the front elevation and replacement with a window, blocking up of two doors to the rear and creation of a new doorway, demolition of a rear extension, various internal works.	Approved 28/11/1973
WNN/2023/0245	Change of Use of existing offices (Class E) to House in Multiple Occupancy for 15No persons (Sui Generis) at first, second and third floor levels. Class E use retained at ground floor level. To include external and internal alterations as shown on submitted drawings	Decision Pending (Separate item on this agenda)

4 RELEVANT PLANNING POLICY AND GUIDANCE

Statutory Duty

4.1 Planning law requires that applications for listed building consent must be determined in accordance with the development plan unless material considerations indicate otherwise.

4.2 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.

4.3 Development Plan

- West Northamptonshire Joint Core Strategy (Local Plan Part 1)

Policy S10 – Sustainable Development Principles
Policy BN5 – The Historic Environment and Landscape

- Northampton Local Plan Part 2 (2023)

Policy SD1 Presumption in favour of sustainable development
Policy Q1 Placemaking and Design
Policy ENV6: Protection and enhancements of designated and non - designated heritage assets

4.4 Material Considerations

- National Planning Policy Framework (NPPF)

5 RESPONSE TO CONSULTATION

5.1 Below is a summary of the consultation responses received at the time of writing this report. All responses are available to view in full on the Council's website.

Consultee	Comment
Historic England	<p>We have previously advised that the proposals have the potential to cause harm to the significance of the Grade II* listed Beethoven House due to intensive internal subdivision, as well as potential to cause harm to buried archaeological remains in the Market Place. We previously advised that an insufficient level of information had been submitted to enable a proper assessment of the degree of harm to the building and there had been no archaeological assessment. Most recently we noted that the revised application set out that that sanitary and drainage works would utilise existing service provision and that no new below ground intervention would be required, and that a Written Scheme of Investigation for a programme of archaeological building recording was proposed. The current revision comprises a new Heritage Statement which considers impacts on the asset in respect of the proposed works. Whilst it does not set out anticipated harm in NPPF terms, the assessment indicates areas of significance which would be more, and less, sensitive to change.</p> <p>We continue to advise your authority to make your own assessment of potential impacts, whether positive, neutral or harmful, in line with paragraph 195 of the NPPF, taking into account the advice of your authority's specialist conservation advisor and planning archaeologists. You should also weigh the harm to the significance of the building, which would be less than substantial, against any public benefits of the proposals</p>
Archaeologist	<p>The proposed alterations, refurbishment and change of use of the building may have an impact on its significance. This does not represent an overriding constraint on the development, provided that adequate provision is made for investigation and recording of any remains that are affected. Please attach a suitable condition.</p> <p>Thank you for consulting me on the Heritage Impact Assessment. This provides a suitable level of information at this stage. Given the potential for historic features and finishes to survive, as mentioned in the HIA, provision should be made for a second phase of recording once modern partitions etc have been removed. The condition which I recommended should be used.</p>

<p>Conservation</p>	<p>The revised plans show a proposed commercial use at ground floor and HMO use on the upper floors. There are no objections to this in principle as it would provide a use for the upper floors of the building.</p> <p>There are no objections to the provision of an additional door and passageway to the south of the building. This feature was there at the date of listing and was removed during alterations to the building in the 1970s. The current arrangement is more historic, but there is perceived to be a public benefit in finding a new use for the upper floors. The additional doorways to the rear were in existence and / or approved by the 1970s applications and are not considered to impact on the core significance of the building.</p> <p>Having visited the site I can confirm that there is little surviving of the interior of the building due to extensive re-modelling work in the 1970s. A building recording condition has been separately requested by the Archaeologist and this should detail any surviving historic fabric which may survive behind modern finishes. Historic fabric should be retained within the proposed development.</p>
<p>Councillor Danielle Stone</p>	<p>I strongly object to this and wish to call it in. It does not meet the criteria for creating sustainable development with access to outside clean and green spaces, and access to services like doctors, dentists, schools. It will generate yet more transience where we need stability, sustainability, a family friendly environment and community cohesion. This is overdevelopment and inappropriate for a prestigious regeneration location. It does not contribute to our vision for the town where children and families can thrive. We need development in the town centre that contributes to local amenity, provides stability and builds community. HMOs do the opposite and should not be allowed in this location. There is already overdevelopment and an imbalance of residential provision aimed at single people.</p> <p><i>Comment on revised plans:</i> I object to a 15 bed HMO being even considered for this building in this location. We want the regenerated Market Square to be welcoming to a mixed and diverse community including families with children. A recent report received by LAP 4 shows that local school children feel unsafe in the Town Centre. We need to take this extremely seriously. Transient populations, adults not grounded by family, all contribute to the loss of community our young people are experiencing. I believe building balanced and cohesive communities is a material matter and should be addressed.</p>
<p>Northampton Town Council</p>	<p>The Town Council recommends that this application be refused. This is a prestigious building in a prime location and the proposed use is not suitable for this building. It represents overdevelopment which will have a negative effect on the</p>

	<p>locality. The Town Council would encourage the owner to think about the location and the historic nature of the building and propose something appropriate.</p> <p><i>No comment on revised plans</i></p>
Town Centre Conservation Area Advisory Committee	<p>The NTCCAC wishes to object to these proposals. While they would result in the reuse of this Grade II* listed building, (not GII as stated), the proposals would result in harm to the significance of the building and we support the views of Historic England. Although we understand that there has been a modification to the use, with some commercial use on the ground floor, we consider that, in view of the large number of proposals for small units, including HiMOs and student accommodation, e.g. The Cornmarket and Market Walk, there is a need to diversify the residential offer in the town centre to promote a mixed and vibrant community, including flats and family accommodation.</p> <p>The NTCCAAC agreed with Historic England that the proposals have potential to cause harm to the significance of the Grade II* building, owing to the intensive internal subdivision. While the NTCCAAC welcomed the amendments to the commercial use of the ground floor, it felt that the use of the building for 15 residential units is overdevelopment. It was noted that the kitchen provision is inadequate. There is also the issue of disturbance to residents in this location as a result of activities in the refurbished Market Square.</p> <p><i>Note: The kitchen facilities have been confirmed by Private Sector Housing (PSH) to be adequate, the above comment appears to refer to a comment from PSH on an earlier plan.</i></p>

6 RESPONSE TO PUBLICITY

- 6.1 There have been no third party and neighbour responses received at the time of writing this report.

7 APPRAISAL

Impact on the character and historical interest of the listed building

- 7.1 The building was listed in 1952 at Grade II* as 32 and 32A Market Square. The listing entry states "*Last quarter of C17, altered early C18. Ironstone, Welsh slated roof with cornice. 3 storeys, floorbands, quoins, plinth. 5 sash windows. No 32 has fine staircase of post-fire (1675) date.*"
- 7.2 The staircase as referred to remains in reasonable condition, and is the only remaining internal historic feature of note. The front façade to Market Square is considered to be the most important external feature, including the notable oriel window.

- 7.3 Originally, little physical alteration of the listed building was proposed, with the front and rear façades to remain intact, and access to be via the existing front door. As discussed in the separate report on this agenda into the associated planning application, the use of the whole building for residential use (HiMO or otherwise) is not acceptable in policy terms. A proposal to have a shared residential and commercial entrance was not practical and would not have provided a viable commercial use on the ground floor.
- 7.4 Research into the history of the building has revealed that at the time of the listing, the building had a separate door to Market Square, which provided access through the building into the rear yard. This was not an original feature of the building and is shown by historic maps to have been installed between 1900 and 1920. Most likely this was in 1915, when extensive alterations are known to have taken place.
- 7.5 In 1973 an application for listed building consent was made, which proposed the blocking off of this doorway and the replacement of the former window, as well as the blocking off of the rear of the passageway and its incorporation back into the building, and the blocking off of a further rear door and the creation of a new door. These works were approved and subsequently carried out as part of the Grosvenor Centre development.
- 7.6 In order to provide a separate means of access for the residential use, and servicing of the ground floor use, it is proposed to reinstate these doorways and the passageway. The rear door openings are thought to be original and whilst the front door was a later addition, this would be a reversion back to its state at the time of listing. Internally, various subdivision is proposed but with no loss of any significant historic features, with the staircase to remain. Whilst comments from Historic England are noted, which raise concerns about the level of subdivision, it should be noted that the building has already been significantly subdivided and on balance it is considered that these works are acceptable particularly as these will allow the viable future use of a listed building which has been vacant for a considerable time, would not damage historic fabric and are reversible should a different use be proposed in the future.
- 7.7 Comments from Environmental Health, in respect of the associated planning application, indicate a need for sound insulation and mechanical ventilation. Some details of this work have been provided and assessed by conservation officer and it has been agreed that these could be carried out without any significant or irreversible effect on the building. Full details would be required by a condition attached to the associated planning application.

8 PLANNING BALANCE AND CONCLUSION

- 9.1 The proposal would have no significant adverse or irreversible impact on the character and historic interest of the listed building whilst securing a viable future for the building, which has been vacant for over 10 years and is suffering the effects of lack of maintenance. The proposal therefore complies with Policy BN5 of the West Northamptonshire Joint Core Strategy and Policy ENV6 of the Northampton Local Plan Part 2.

9 RECOMMENDATION / CONDITIONS AND REASONS

- 9.1 Grant consent subject to conditions as set out below.**

Time limit

1. The development and works hereby permitted shall be begun not later than three years from the date of this consent.

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

Approved plans

2. The development hereby permitted shall be carried out in accordance with the following approved plans: Asm 23 P9 013a , Asm 23 P9 012a, Asm 23 P9 010a, Asm 23 P9 011b, Asm 23 P9 002f, Asm 23 P9 006a.

Reason: For the avoidance of doubt and to accord with the terms of the listed building consent application.

Materials and Details

3. A schedule of materials and finishes to include all external and internal finish to all remaining historical elements of the building (including but not limited to walls, windows, doors and staircase) shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of those works. The development shall thereafter be completed in accordance with the approved details.

Reason: To ensure that the materials and finished are appropriate and to preserve the character and historical interest of the listed building. In accordance with Policy Q1 of the Northampton Local Plan Part 2.

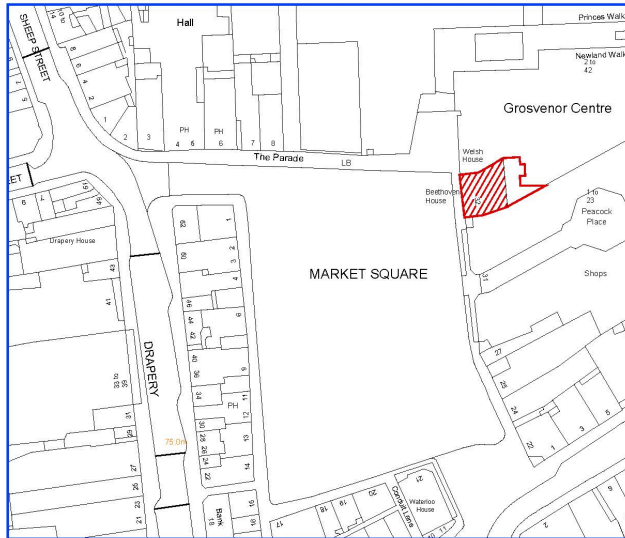
Building Recording

4. The development shall proceed in accordance with the submitted written scheme of investigation for archaeological building recording which has been submitted (Ref Midland Archaeological Services July 3rd 2023).

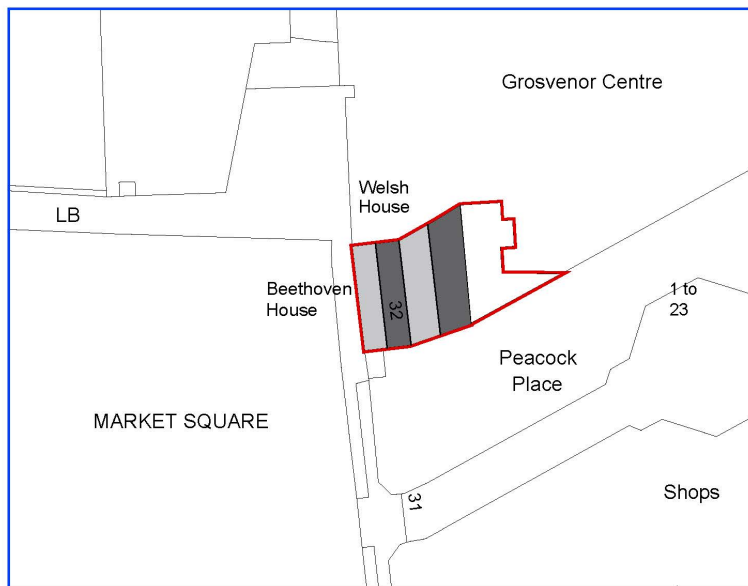
The written scheme includes the following components, completion of each of which will trigger the phased discharging of this condition:

- (i) fieldwork in accordance with the agreed written scheme of investigation.
- (ii) post-fieldwork assessment (to be submitted within six months of the completion of fieldwork, unless otherwise agreed in advance with the Local Planning Authority)
- (iii) completion of post-fieldwork analysis, preparation of site archive ready for deposition at a store (Northampton ARC) approved by the Planning Authority.

Reason: To ensure proper investigation and recording of the listed building, in accordance with the National Planning Policy Framework.



Location Plan - as existing
1:1250



Block Plan - as proposed
1:500



Revision B - Description of proposals amended 30-05-2023
Revision A - Description of proposals amended 27-03-2023

Location / Block Plans

Scale : as noted @ A3
Drawing No : ASM-23-P9-003b
Date : Feb 2023

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