



# Planning Committee Report

**Application Number:** WNN/2022/1125

**Location:** Bective Works  
Bective Road  
Northampton  
Northamptonshire

**Development:** Listed Building Consent Application for redevelopment of Bective Works to create 97no dwellings, comprising full and partial demolition of existing buildings; erection of townhouses and apartments; refurbishment and change of use of listed building and other associated works including landscaping and access arrangements

---

**Applicant:** Jardine Homes Ltd

**Agent:** Smith Jenkins Ltd

**Case Officer:** Samantha Taylor

---

**Ward:** Kingsthorpe South Unitary Ward

---

**Reason for Referral:** Major application

**Committee Date:** 6 September 2023

---

## **EXECUTIVE SUMMARY OF PROPOSALS AND RECOMMENDATION**

**RECOMMENDATION:** GRANT LISTED BUILDING CONSENT SUBJECT TO CONDITIONS as set out below with delegated authority to the Assistant Director – Planning and Development to approve any amendments to conditions as deemed necessary.

### **Proposal**

Listed Building Consent Application for redevelopment of Bective Works to create 97no dwellings, comprising full and partial demolition of existing buildings; erection of townhouses and apartments; refurbishment and change of use of listed building and other associated works including landscaping and access arrangements

### **Consultations**

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

- Conservation Officer

1 letters of objection have been received.

### **Conclusion**

The application has been assessed against the relevant policies in the NPPF, the adopted Local Plan and other relevant guidance as listed in detail at Section 8 of the report.

The key issues arising from the application details are:

- The Impact on Designated Heritage Assets

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 is located within the Kingsthorpe area of Northampton, with frontages along Bective Road to the North and Yelvertoft Road to the South. The site is situated within a predominantly residential area, with neighbouring properties to the south, east and north. To the west lies the service area before the commercial units are reached, which front Harborough Road.

1.2 The site is a currently vacant industrial development associated with the Northampton shoe-making industry. The site contains 20th century industrial buildings comprising approximately to thirds of the site, to the west. These buildings are in poor condition and also contain some areas of scrubland. The remaining eastern portion of the site contains the Grade II listed building, Enterprise House, with a more contemporary two storey extension to the side. Enterprise House and the extension were used as the offices and workshop for the wider Bective Works Site. More recently the extension has been informally used as retail space and a youth gym, although this use has now ceased.

### **2 DESCRIPTION OF PROPOSED DEVELOPMENT**

2.1 The application seeks listed building consent for the redevelopment of the former Bective Works site. The application accompanies an application for full planning permission for the provision of 97no. residential properties. Of these, 11no. apartments and town houses are to be provided with the converted listed building together with alterations include the creation of a door on the front elevation of the single storey section of the listed building, demolition of part of the listed building to allow for private amenity spaces and internal alterations including the provision of new walls and ceilings.

### **3 RELEVANT PLANNING HISTORY**

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

N/2019/0612 - Erection of purpose-built student accommodation comprising 347no rooms with 356no bed-spaces , following partial demolition of existing buildings. Refurbishment and change of use of listed building to provide ancillary student hub,

retail units, plant, storage and refuse areas, with associated landscaping and other works – Approved

N/2019/0613 - Listed Building Application for partial demolition of existing buildings, redevelopment of site to provide student accommodation. Refurbishment and change of use of listed building to provide ancillary student hub, retail units, plant, storage and refuse areas with associated works – Approved

N/2019/1450 - Lawful Development Certificate for existing implementation of Planning Permission N/2015/0419 (Demolition of Bective Works and Jebez House and erection of student accommodation comprising 293 study bedrooms and including retail unit accessed from Yelvertoft Road) – Approved 27/01/2020

N/2019/0449 – Non-Material Amendment of Planning Permission N/2015/0419 (Demolition of Bective Works and Jebez House and erection of student accommodation comprising 293 study bedrooms and including retail unit accessed from Yelvertoft Road) to amend the wording of Conditions 13 and 14 – Approved 16/04/2019

N/2017/0028 - Listed Building Consent Application for demolition of outbuildings and later extensions to the Grade II listed Enterprise House – Approved 15/03/2017

N/2015/0419 - Demolition of Bective Works and Jebez House and erection of student accommodation comprising 293 study bedrooms and including retail unit accessed from Yelvertoft Road – Allowed at appeal 14/06/2016

N/2012/1269 – Repairs to roof following fire damage – Approved 07/02/2013

N/2012/1093 – Demolition of Bective Works and Jebez House. Erection of a new student accommodation building, incorporating a retail unit and lower ground floor parking and service space, together with new vehicular access and pedestrian access and associated landscaping proposals, plus the alteration and restoration of the circa 1902 part of the Listed Building Enterprise House and its change of use to student community use – Dismissed at appeal 04/08/2014

N/2012/1092 - Application for Listed Building Consent for alteration and restoration of the circa 1902 part of the Listed Building Enterprise House and its change of use to student community use – Approved 04/09/2013

N/2011/1074 - Demolition of existing Bective works and Jebez House and the erection of 406 no. student accommodation building incorporating a 288sqm retail unit, 17 no. space lower ground floor car park and servicing space. New vehicular and pedestrian access and landscaping. Alteration, restoration and extension of Enterprise House for student community use. (WNDC Consultation) – Refused 17/02/2012

N/2011/0844 - Temporary 5 month change of use for storage of materials for works to Harborough Road. Retrospective – Approved 27/10/2011

11/0065/FULWNN – Demolition of existing Bective Works and Jebez House and the erection of 406 student accommodation building incorporating a 288sqm retail unit, 17 space lower ground floor car park and servicing space. New vehicular and pedestrian access and landscaping. Alteration, restoration and extension of Enterprise House for student community use – Refused.

WN/2006/0028 - Demolition of existing Bective Works and Jebez House and the erection of 155 residential units with associated landscaping and underground car parking – Approved.

N/2005/1434 – Partial demolition and external and internal alterations to form B1 offices together with landscaped courtyard – Approved 20/01/2006

N/2004/0193 – Use of part of building as coffee shop – Approved 31/03/2004

N/2003/1267 – Change of use of first floor from factory unit to martial arts club – Approved 20/11/2003

N/1999/530 – Change of use from business (B1) to warehouse/distribution of car components (B8) – Approved 04/08/1999

N/1995/195 – Double storey office block car park and access plus associated work – Approved 01/06/1995

## 4 RELEVANT PLANNING POLICY AND GUIDANCE

### Statutory Duty

4.1 Planning law requires that applications for planning permission 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 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities when considering development that affects the setting of 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.

### 4.3 Development Plan

West Northamptonshire Joint Core Strategy (Local Plan Part 1) – Policies  
BN5 – Historic Environment

Northampton Local Plan Part 2 – Policies  
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. Responses are available to view in full on the Council's website.

| Consultee Name       | Position     | Comment  |
|----------------------|--------------|--|
| Conservation Officer | No Objection | <p>Conservation No Objection The property, Enterprise House is a Grade II listed building and includes the extension as a curtilage listed building. The significance of Enterprise House lies in its use as part of the shoe industry within Northampton, and it's retention of the single storey range.</p> <p>No objection is raised to the principle of a residential use for the site. The key issue is the impact of the proposal on the historic fabric and setting.</p> <p>The Officer considers there are 3 principal elements, the 1902 single storey section of the listed building, the 1924 two storey section of the listed building and the impact on the setting of the listed building,</p> <p>The Officer acknowledges there is harm causes to the significance of the listed building and it's setting, however, this would be of moderate less than substantial harm. The Officer notes that there is public benefit arising from the development.</p> |

## 6 RESPONSE TO PUBLICITY

Below is a summary of the third party and neighbour responses received at the time of writing this report.

6.1 There have 1 raising objections raising the following comments:

- Concerns with insufficient parking, which are not relevant to the consideration of this Listed Building Consent Application

## 7 APPRAISAL

### Impact on Designated Heritage Assets

7.1 Section 66 of The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the duty of Local Planning Authorities (when considering whether to grant planning

permission for development which 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.

- 7.2 In assessing impact, refer to NPPF and go through the following steps:
- State what is significant about the heritage asset
  - State whether it will be harmed and how
  - State the level of the harm (substantial or less than substantial)
  - State whether there are any public benefits to offset the harm (refer to para 196 of NPPF and the advice in PPG as to what public benefits are)
- 7.3 The significance of the Grade II Listed Enterprise House lies in its history as a former shoe factory contributing to the Northampton boot and shoe industry and in the survival of the unusual single storey range of the early 20th century.
- 7.4 The Conservation Officer has accepted that there are no objections to the use of the site for residential purposes and that the key issue is the impact the proposed development would have on the historic fabric of the listed building and its setting. The Conservation Officer considers that there are three principle elements that are affected by the proposal, the 1902 section of the listed building, the 1924 two storey section of the listed building and the impact of the development on the setting of the listed buildings. This report assesses each of these in turn.
- 1902 Single Storey section of the Listed Building*
- 7.5 The application seeks permission to convert this part of the building into 4 townhouses. The proposal would restore the frontage of the building, and add conservation rooflights, create a single entrance door on the front façade. The existing north-lit sawtooth roofs would be retained as the roof to the listed building but would be gradually removed over the rear amenity spaces. The sawtooth roof would be removed gradually moving away from the building and would create a unique amenity space, creating a 'pagoda' style cover, with the columns retained furthest to the south.
- 7.6 The interior of the building has been subject to some alteration historically. This includes the insertion of modern ceilings and sliding glass reception windows which has reduced the ability to view the spatial quality of the office. The accommodation associated with the workers has maintained much of its original appearance, which includes a wooden stair to the first floor accommodation. This benefits from an original door and window surround, with wooden enclosure. Much of the remaining timber panelling is in a poor condition.
- 7.7 The application would require the creation of new internal walls and ceilings in order to convert this part of the listed building to residential. It is appreciated that much of the internal layout has been altered over time. Following the receipt of amended plans, the wooden stairs and wooden enclosure have been retained and form part of the first floor bedroom and bathroom serving a townhouse. In order to retain as much of the original fabric as possible, lightwells from the first floor to ground have been incorporated, to account for the unique north-lit sawtooth roof and use it to the advantage of the proposal.
- 7.8 There would be harm caused to this part of the listed building through the alterations to the fabric and the removal of part of the sawtooth roof. However, the proposal has sought to limit the harm caused through the retention of as much of the original fabric as possible, include the retention of the sawtooth roof and incorporation of lightwells, creation of a single shared access on the Bective Road facing elevation, retention of the wooden stair enclosure and graduated retention of the sawtooth roof over the rear

amenity space. Overall, it is considered in respect of the conversion of this part of the listed building, the harm caused would be over a limited to moderate level of less than substantial harm.

*1924 Two Storey section of the Listed Building*

- 7.9 The Conservation Officer notes that there are no objections to converting the two-storey factory block to 7 apartments with ancillary features including undercroft parking, bin and cycle storage. The conversion would require the alteration of some of the windows and doors, albeit further details of the repair works and alterations are required.
- 7.10 The proposal requires the removal of some of the existing rooflights and their replacement with slate. This is considered acceptable subject to the details of the proposed slate.
- 7.11 The proposal would require the removal and installation of new walls and ceilings. The Conservation Officer has not raised concerns with the alteration of the interior of the building in order to allow the subdivision into apartments.
- 7.12 In regard to this part of the proposal, it is considered that there would be limited less than substantial harm caused as a result of the conversion and alteration of this section of the listed building to provide residential apartments.

*Impact of the development on the setting of the Listed Buildings*

- 7.13 The provision of the apartment block, terraced housing and wider site changes include provision of a communal parking area and garden are considered to impact upon the setting of the listed building.
- 7.14 Officers consider that there would be the loss of the historical relationship between the listed building and wider Bective Works site as a result of the redevelopment of the wider site. The Conservation Officer has raised concerns with the scale of the proposed apartment block and the provision of the metal clad roof feature. The Officer considers that this will detract heavily from the setting of the listed building, and cause moderate less than substantial harm. The design of the apartment building has been amended, to step in the metal clad top floor, away from the listed building.
- 7.15 In addition, concerns were raised with the scale of the townhouses, which were originally proposed to be a full three storeys. However, the scale of townhouses has been amended during the process of the application, such that these are now two storey, with accommodation in the roof and in-keeping with the scale of the existing terraces.
- 7.16 In regard to the setting of the listed buildings, the wider redevelopment of the Bective Works site is considered to cause moderate less than substantial harm to the setting of the listed building.

*Assessment of Harm and Public Benefits*

- 7.17 As required by Paragraph 201 of the NPPF, when determining a planning application which affects a designated heritage asset and/or its setting, consideration must be

given to the public benefits of the proposal. These must be weighed against any less than substantial harm caused to the designated heritage asset and/or its setting when forming a recommendation.

- 7.18 The Conservation Officer has noted in their response that there is public benefits arising from the proposed development. Officers consider the following are public benefits of the proposal:
- Provision of new residential development within the Northampton Area where there is insufficient supply
  - Bringing into use a vacant brownfield site
  - Securing an optimum viable use of the listed building and it's ongoing maintenance and restoration
  - Economic benefits of the proposal during construction
  - Economic benefits of the proposal during operation
  - Ecological benefits arising from the proposal
- 7.19 Officers note that recent planning history for the site granted consent for a student accommodation scheme to redevelop the site. However, this has not come forwards and it is understood that the University has since relocated onto a new site and therefore, the Authority considers that the student accommodation proposal is unlikely to come forwards. The site does not conform to modern day warehousing or industrial standards and bringing the site into such uses is considered unlikely. Therefore, the residential use on the site is considered to be it's optimum viable use.
- 7.20 Officers consider that there is great public benefit arising from providing residential development within the Northampton Area, where there is an insufficient supply currently. Together with bringing the currently vacant site, including the listed building which requires restoration and maintenance is the long-term optimum viable use and also carries great public benefit. There are also economic and ecological benefits arising from the site which are considered to result in limited to moderate public benefit.
- 7.21 The public benefits arising from the proposal, are considered to be great for the reasons set out above.
- 7.22 Overall, Officers have assessed that the proposed development would result in moderate less than substantial harm to the listed building and it's setting for the reasons set out above. As required by paragraph 196 of the NPPF, where less than substantial harm arises, consideration must be given to the public benefits of the proposal. The above assessment sets out that there is great public benefit arising from the proposed development. In this case, the public benefits of the proposal are considered to outweigh the moderate less than substantial harm caused to the listed building its setting. Therefore the proposal is considered to accord with Section 16 of the NPPF, Policy ENV6 of the NLP Pt 2 and BN5 of the WNJCS.

## **8 CONCLUSION**

- 8.1 Officers have considered the significance of the listed building and set out how the proposed development would impact upon the significance Enterprise House and its setting.
- 8.2 The assessment of harm has identified that the proposal would result in moderate less than substantial harm to the listed building and it's setting for the reasons set out above.
- 8.3 As required by paragraph 196 of the NPPF, where less than substantial harm arises, consideration must be given to the public benefits of the proposal. The above



assessment sets out that there is great public benefit arising from the proposed development.

- 8.4 The public benefits of the proposal are considered to outweigh the moderate less than substantial harm caused to the listed building its setting. Therefore the proposal is considered to accord with Section 16 of the NPPF, Policy ENV6 of the NLP Pt 2 and BN5 of the WNJCS.

---

## **9 RECOMMENDATION**

- 9.1 Grant Listed Building Consent subject to the following 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 the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development shall not be carried out otherwise than in complete accordance with the approved plans and details unless a minor material amendment is approved by the Local Planning Authority under Article 4 of The Planning (Listed Buildings and Conservation Areas) Regulations 1990 (as amended). The approved plans and details are: [insert plan nos and received date]

Reason : To clarify the permission and for the avoidance of doubt.

3. A schedule of materials and finishes to be used in the external walls and roofs of the conversion of the listed building 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 are appropriate to the appearance of the locality and to ensure the satisfactory appearance of the completed development in accordance with Policies Q1, Q2 and EN6 NLP Pt2 and Government guidance contained within the National Planning Policy Framework.

4. Details of the construction, including cross sections, cill, lintel, reveal and colour / finish of the proposed windows/doors, to a scale of not less than [1:5 / 1:10] shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of that work. The development shall be carried out in accordance with the approved details.

Reason : To ensure that the new works are sympathetic with the character of the listed building and to accord with Policies ENV6 of the NLP Pt2 and Policy BN5 of the West Northamptonshire Joint Core Strategy

5. Full design details of the internal works, including details of ceilings, walls and insulation shall be submitted to and approved in writing by the Local Planning

Authority prior to commencement of those works. Thereafter, the development shall be carried out in accordance with the approved details.

Reason : To ensure that the completed development is in keeping with and conserves the special character of the existing historic building and to comply with Policy ENV6 of the NLP Pt2, Policy BN5 of the West Northamptonshire Joint Core Strategy and Government guidance contained within Section 16 of the National Planning Policy Framework.