West Northamptonshire Council	Planning Committee Report		
Committee Date:	4 th October 2022		
Application Number:	WNN/2021/0927		
Location:	University of Northampton Avenue Campus, St Georges Avenue, Northampton		
Development:	Reserved Matters Application (Appearance, Landscaping, Layout and Scale of Development) pursuant to Outline Planning Permission N/2016/0810 for 104no houses and flats, comprising 55no new build two and three storey houses, 48no family sized flats within the retained and converted Bassett-Lowke Building and conversion of the retained Quinton Building into a three bed family home		
Applicant:	Northampton Partnership Homes		
Agent:	Simply Planning Limited		
Case Officer:	Adam Walker		
Ward:	St. George Unitary Ward		
Referred By:	Assistant Director of Place and Economy		
Reason for Referral:	Major application		

EXECUTIVE SUMMARY OF PROPOSALS AND RECOMMENDATION

RECOMMENDATION: GRANT APPROVAL OF THE RESERVED MATTERS SUBJECT TO CONDITIONS, with delegated authority to the Assistant Director for Place and Economy to approve any amendments to the recommended conditions as deemed necessary.

Proposal

The application is seeking approval of the reserved matters for the erection of 104 dwellings pursuant to outline planning permission N/2016/0810. The reserved matters comprise the layout, scale, appearance and the landscaping of the development site.

Consultations

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

- Arboricultural Officer
- Ecology Advisor
- Environmental Health

- Environment Agency
- Historic England
- National Highways
- Sport England

The following consultees are **in support** of the application:

• Strategic Housing

The following consultees have made **comments** on the application:

- Local Highway Authority
- Police Crime Prevention Design Adviser
- NHS Clinical Commissioning Group
- Construction Futures
- Northamptonshire Fire and Rescue Service

Three representations have been received raising concerns and questions.

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:

- Housing mix
- Urban design
- Heritage
- Residential amenity
- Highway safety
- Trees and ecology

The report looks into the key planning issues in detail, and Officers conclude that the proposal is 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 relates to the former Avenue Campus belonging to the University of Northampton, which lies approximately one mile to the north of the town centre.
- 1.2 The former campus contains five buildings that were used for educational purposes (known as Newton, Maidwell, Isham, Walgrave and Heyford), together with a hall of residence (known as Bassett-Lowke), an innovation centre, office space (known as Quinton), some seven car parks and areas of open space.

- 1.3 The application site covers the majority of the former campus but does not include the two large buildings that front onto St Georges Avenue (Maidwell and Newton buildings).
- 1.4 The site borders onto the Malcolm Arnold Academy and Preparatory Schools to the north. To the south of the site is St Georges Avenue with the Racecourse lying beyond. There are several properties fronting onto St Georges Avenue that back onto the application site. To the east of the site is residential development and there is a mixture of residential and commercial development towards the west.
- 1.5 Access to the former campus is off St Georges Avenue.

2. CONSTRAINTS

- 2.1 A small part of the application site falls within the Kingsley Conservation Area; this is the part of the site that contains the Quinton building plus the approved access into the site. The remainder of the site's southern boundary abuts the Kingsley Conservation Area.
- 2.2 The nearby Newton building is Grade II listed; this building is within the applicant's ownership but does not form part of the application site. The adjacent Maidwell building has been identified as a non-designated heritage asset.
- 2.3 The western part of the site contains some groups of protected trees.

3. DESCRIPTION OF PROPOSED DEVELOPMENT

- 3.1 This is a reserved matters application seeking approval of the layout, scale, appearance and landscaping of the residential development as approved under outline permission N/2016/0810.
- 3.2 Application N/2016/0810 was a hybrid application for up to 170 new dwellings on the former University of Northampton Avenue Campus site. It included a full application for the redevelopment of the Maidwell building to provide 58 new dwellings and an outline application for the demolition and conversion of existing university buildings and the erection of new buildings to provide up to 112 residential units along with associated car parking, landscaping and open space. The outline application approved the means of access to the site (from St Georges Avenue) with all other matters being reserved for future approval.
- 3.3 Following the approval of application N/2016/0810, a non-material amendment to the description of development has been approved under application reference WNN/2021/0582. This amended the description of the approved development to make a minor change to the number of dwellings allowed under the full permission and the outline permission. The description of development was amended to increase the number of dwellings under the full permission from 58 to 66 dwellings and a corresponding reduction in the maximum number of units permitted under the outline permission from 112 to 104. The total quantum of development across the former university campus remains as originally approved (170 dwellings).
- 3.4 The current application is therefore seeking approval of the layout, scale, appearance and landscaping (the reserved matters) for 104 dwellings in relation to the outline permission.

- 3.5 The proposal comprises of:
 - 55 new build dwellings (31no. 2 bed and 24no. 4 bed)
 - 48 units within the Bassett-Lowke building (40no. 3 bed and 8no. 2 bed flats)
 - Conversion of Quinton House to form 1 dwelling (3 bed)
- 3.6 The new build dwellings would form semi-detached and terraced properties and would be two and three storeys in height. The dwellings would be faced in a mixture of red and buff coloured brick with two different types of grey tiles to the roofs.
- 3.7 Open space and soft landscaping is provided across the site and includes:
 - An undeveloped area within the western part of the site which would include retained woodland and a drainage pond
 - New tree planting across the site
 - Two separate play areas with equipped play provision
 - An area of formally laid out amenity space adjacent to the Bassett-Lowke building
- 3.8 The main point of access to the site was approved at outline stage; this is off St Georges Avenue and is located between the Maidwell and Newton buildings where there is an existing access. The proposed layout also includes the retention of an existing point of access to the west of the Maidwell building and this would serve the Quinton building (single dwelling).
- 3.9 The layout includes the retention of the existing car park to the rear of the Newton building.

4. RELEVANT PLANNING HISTORY

Application Ref.	Proposal	Decision
N/2016/0810	Hybrid application for up to 170 new dwellings in total including outline application for the demolition and conversion of existing University buildings and the erection of new buildings to provide residential accommodation (Use Class C3) of up to 112 units and associated car parking (including reconfiguration of Newton Building car park), landscaping and open space (all matters reserved except access) and full application for the part demolition, conversion and extension of the Maidwell Building to provide 58 new dwellings together with access and parking	Approved 19/03/21
WNN/2021/0582	Non-Material Amendment to Planning Permission N/2016/0810 to amend the description of development to read:	Approved 27/04/22
	"Hybrid application for up to 170 new dwellings in total including outline application for the demolition and conversion of existing university buildings and the erection of new buildings to provide residential	

4.1 The following planning history is relevant to the current proposal:

	accommodation (Use Class C3) of up to 104 units and associated car parking (including reconfiguration of Newton Building car park), landscaping and open space (all matters reserved except access) and full application for the part demolition, conversion and extension of the Maidwell Building to provide 66 new dwellings together with access and parking."	
WNN/2022/0828 (This application relates to the redevelopment of the Maidwell Building which has full planning permission for up to 66 dwellings)	Variation of Conditions 4, 22, 26, 27 and 32; and remove Conditions 12 and 31 of planning permission N/2016/0810 as amended by WNN/2021/0582 (Hybrid application for up to 170 new dwellings in total including outline application for the demolition and conversion of existing university buildings and the erection of new buildings to provide residential accommodation (Use Class C3) of up to 104 units and associated car parking (including reconfiguration of Newton Building car park), landscaping and open space (all matters reserved except access) and full application for the part demolition, conversion and extension of the Maidwell Building to provide 66 new dwellings together with access and parking) to replace approved plans; changes to housing mix, highway layout, landscaping, parking and vehicle access, vehicle charging point and pedestrian crossings	Undetermined
WNN/2022/0443	Prior Approval for the Demolition of the Portfolio Innovation Centre, Isham Studios Building, Students Union Building, Walgrave Building, Heyford Building and Maidwell Building North Wing	Refused 30/06/22 on the grounds that part of the site fell within a CA and as such the Prior Approval process cannot be used
WNN/2021/0760	Prior Approval for the demolition of the Portfolio Innovation Centre, Isham Studios Building, Students Union Building, Walgrave Building and the Heyford Building	Granted 21/10/21
N/2020/1553	Change of Use of Newton Building from Educational (Use Class F1) to Offices and Learning and Non- Residential Institutions (Sui Generis Use)	Approved 19/03/2021

4.2 In addition to the above planning history, a formal pre-application enquiry was submitted for a proposed Reserved Matters Application pursuant to Hybrid Application N/2016/0810 for up to 112no new dwellings, including demolition of existing building, conversion of buildings and new build on other parts of the site (reference PA/2021/0066).

5. RELEVANT PLANNING POLICY AND GUIDANCE

Statutory Duty

- 5.1 Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 5.2 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.
- 5.3 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities when considering development to pay special attention to preserving or enhancing the character or appearance of a conservation area.

Development Plan

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

- 5.4 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:
 - SA Presumption in Favour of Sustainable Development
 - S1 The Distribution of Development
 - S3 Scale and Distribution of Housing Development
 - S10 Sustainable Development Principles
 - C1 Changing Behaviour and Achieving Modal Shift
 - C2 New Developments
 - RC2 Community Needs
 - E6 Education, Skills and Training
 - H1 Housing Density and Mix and Type of Dwellings
 - H2 Affordable Housing
 - BN1 Green Infrastructure Connections
 - BN2 Biodiversity
 - BN3 Woodland Enhancement and Creation
 - BN5 The Historic Environment and Landscape
 - BN7A Water Supply, Quality and Wastewater Infrastructure
 - BN7 Flood Risk
 - BN9 Planning for Pollution Control

Northampton Local Plan 1997 (Saved Policies)

- 5.5 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)

- E26 Conservation Areas
- H14 Residential Development, Open Space and Children's Play Facilities

Northampton Local Plan Part 2 (2011-2029) (Emerging)

- 5.6 Following the decision at the Full Council on 18 January 2021, the former Northampton Borough Council submitted the Northampton Local Plan Part 2 (2011 – 2029) and supporting documents to the Secretary of State for Housing, Communities and Local Government (now Secretary of State for Levelling Up, Housing and Communities) on 4 February 2021 for examination. This is in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).
- 5.7 In line with Paragraph 48 of the National Planning Policy Framework, the policies contained with the emerging Northampton Local Plan Part 2 are therefore a material consideration in the determination of planning applications. The weight afforded to the policies relevant to this application are set out below:
 - Policy 1 Presumption for sustainable development (Significant weight)
 - Policy 2 Placemaking and Design (Moderate weight)
 - Policy 4 Amenity and layout (Moderate weight)
 - Policy 5 Carbon reduction, community energy networks, sustainable design and construction, and water use (Moderate weight)
 - Policy 6 Health and wellbeing (Significant weight)
 - Policy 7 Flood risk and water management (Significant weight)
 - Policy 13 Residential and other residential led allocations (Significant weight)
 - Policy 14 Type and mix of housing (Moderate weight)
 - Policy 27 Sustaining and enhancing existing, and supporting the creation of, Northampton's Green Infrastructure (Significant weight)
 - Policy 28 Providing Open Spaces (Significant weight)
 - Policy 29 Supporting and enhancing Biodiversity (Moderate weight)
 - Policy 31 Protection and enhancements of designated and non-designated heritage assets (Significant weight)
 - Policy 32 Designing Sustainable Transport and Travel (Significant weight)
 - Policy 33 Highway network and safety (Significant weight)
 - Policy 35 Parking standards (Significant weight)

National Policies

5.8 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:

Paragraphs 7-12 – Presumption in favour of sustainable development.

Section 5 – Housing Supply

- Section 7 Ensuring the vitality of town centres
- Section 8 Promoting healthy and safe communities.
- Section 9 Promoting sustainable transport
- Section 11 Making effective use of land
- Section 12 Achieving well designed places
- Section 14 Meeting the challenge of climate change and flooding

Section 15 – Conserving and enhancing the natural environment Section 16 – Conserving and enhancing the historic environment

Material Considerations

- 5.9 The following documents are material considerations in the assessment of the application:
 - Northampton Parking Standards Supplementary Planning Document (2019)
 - Northamptonshire County Parking Standards (2016)
 - Planning Out Crime in Northamptonshire Supplementary Planning Guidance (2004)
 - Biodiversity Supplementary Planning Document for Northamptonshire (2015)
 - Kingsley Conservation Area Appraisal and Management Plan (2009)

6. **RESPONSE TO CONSULTATION**

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
Local Highway Authority (LHA)	Final comments awaited	The LHA provided a series of technical recommendations in relation to the site layout and surfacing. The applicant has submitted amended plans in response to these recommendations and officers are awaiting final comments from the LHA on the revised plans.
National Highways	No objection	No objection
Environmental Health	No objection	Environmental Health have no comments to make on the details submitted in relation to the reserved matters. The submitted noise information is acceptable and is sufficient to partially discharge condition 6 of the outline planning permission. The proposed electric vehicle charging provision is supported following the inclusion of EV recharging points within the Newton Building carpark.
Environment Agency	No objection	The Environment Agency has no comments to make on the reserved matters application but would like to be consulted on the discharge of conditions 13-16 on outline planning permission N/2016/0810.
Ecology Advisor	No objection	The Ecology Advisor has no comments to make on the proposed planting schedule. The specifications for F1 (close board fence) and F5 (acoustic timber fence) on

		the boundary treatment plan should include hedgehog holes. Details of the locations of integrated bat and bird boxes/bricks on the dwellings should be provided.
Arboricultural Officer	No objection	No objection subject to a condition requiring an arboricultural method statement.
Strategic Housing	In support	All the proposed homes are for affordable rent and therefore exceed the policy requirements for affordable housing. The size and design of the dwellings is considered acceptable. 8 ground floor flats within the Bassett Lowke building will be provided to Building Regulations M4(3) standards (wheelchair user dwellings). This is equivalent to 8% of the total provision and the proposal is therefore policy compliant in this regard.
Archaeological Advisor	No objection	The Archaeological Advisor has no comments to make on the proposals.
Historic England	No objection	Historic England do not wish to offer any comments on the proposed details.
Northamptonshire Police	No objection	The security barrier to the Bassett-Lowke building car is welcomed. Suitable boundary treatment and the use of mast mounted lights and CCTV is recommended for this car park and the CCTV should be monitored if possible. There are some reservations with the play spaces between the wings of the Basset- Lowke building.
Sport England	No objection	Given the comments made by the Council's Environmental Health team in respect of condition 6 and the submitted noise information (including proposed noise mitigation measures), Sport England is satisfied that the development would not impact on the future use of the existing sporting facilities adjacent to the site.
NHS Northamptonshire CCG	-	A financial contribution is sought towards healthcare infrastructure provision.
Construction Futures	-	A financial contribution is sought towards training and development
Northamptonshire Fire and Rescue	Observation	Please refer to published guidance on our website in respects of fire hydrants, fire

Service		service access, the weight of fire appliances and being able to get to the furthest point of the dwelling/flats within 45metres.
Lead Local Flood Authority	-	No comments received
Anglian Water	-	No comments received
Northampton Town Council	-	No comments received
Semilong Trinity Neighbourhood Forum	-	No comments received
Ward Councillors	-	No comments received

7. RESPONSE TO PUBLICITY

- 7.1 Three representations have been received in response to the publicity of the application. Two of the representations raise concerns/objections and the third essentially poses a series of questions. A summary of the comments is provided as follows:
 - Proposed access arrangements are inadequate. An additional access road from should be provided from Trinity Road, rather than the entire site coming off the already congested St Georges Road. There is ample space for this to be provided for and would help ease any traffic congestion. Why this was not highlighted in the highway report is extremely confusing and does not explain how implementation of a speed limit will help with congestion as speed humps are already in place on St. Georges Avenue.
 - Concerns with the loss of trees in the western part of the site. This area is a unique habitat for wildlife such as birds, bats, squirrels, muntjac deer, hedgehogs and there is a pond that has newts, frogs, and dragonflies.
 - If the boundary fence to the woodland in the western part of the site is removed, then this private area would become an attraction for anybody and could increase the potential for crime.
 - Proposals do not show a cycle path through the woodland and connecting to Freehold Street. Is there or is there not a cycle path into Freehold Street?
 - What fencing will be used to stop the general public entering the retained woodland at the western end of the site?
 - How will the existing woodland be protected?
 - What type of fencing will be used to contain the existing woodland at the western end of the site?
 - Are the TPO trees protected [as part of the development proposals] and will the non-TPO trees be retained?

- Will the rear stone wall to an adjacent property on St Georges Avenue be protected and will the general public be able to get close up to it?
- Concern that the woodland will be spoilt and wildlife frightened away

8. APPRAISAL

Principle of Development

- 8.1 The principle of residential development on the site has already been established under planning permission N/2016/0810. Furthermore, the site forms part of housing allocation LAA1014 in the emerging Local Plan Part 2. The housing allocation directly reflects the residential development approved under the hybrid application (N/2016/0810).
- 8.2 The current application is considering the layout, scale, appearance and landscaping of the part of the former campus site that is subject to the outline permission, along with information that has been submitted with the application to satisfy certain conditions that were imposed on the outline permission.

Housing density and mix

- 8.3 The proposed quantum of residential development (104 dwellings) is in accordance with the approved outline permission, as amended by application WNN/2021/0582. Consequently, it is also consistent with the indicative capacity of housing allocation LAA1014. The proposed density of development is therefore considered acceptable.
- 8.4 Policy H1 of the West Northamptonshire Joint Core Strategy (WNJCS) seeks to provide for a mix of house types, sizes and tenures to cater for different accommodation needs and Policy 14 of the emerging Local Plan Part 2 requires that provision is made for a range of housing to support the needs and requirements of different households so as to deliver a choice of homes and help create sustainable, inclusive and mixed communities.
- 8.5 The proposal would provide a mixture of flats, semi-detached and terraced properties plus a single detached dwelling. The dwellings would have two, three and four bedrooms. A breakdown of the housing mix is provided below:
 - 2 bed properties: 37.5%
 - 3 bed properties: 39.5%
 - 4 bed properties: 23%
- 8.6 There would be a range of property types and a good mixture of unit sizes which would therefore help to meet the needs and requirements of a variety of different households. Additionally, 8 ground floor flats within the Bassett-Lowke building would be provided to Building Regulations M4(3) standards (wheelchair user dwellings). This equates to 8% (rounded) of the total number of units and this level of specialist/accessible housing provision accords with the requirements of emerging Policy 14 of the Local Plan Part 2 (having regard to the proposed housing tenure as discussed below).
- 8.7 Under the hybrid application (N/2016/0810) it was accepted that scheme could not deliver any affordable housing and as such there is no requirement for affordable housing provision on this development. However, the applicant for the reserved matters scheme is Northampton Partnership Homes, who are an arms-length

management organisation that manages West Northamptonshire Council's housing services, and it has been confirmed that the development would be for 100% affordable rented housing. Given that affordable housing was not required under the outline application, there is no mechanism to guarantee that the development would be occupied as affordable housing. Nevertheless, the intentions of the applicant are clear and the delivery of 104 affordable units is welcomed by officers and would make a positive contribution towards meeting Northampton's affordable housing needs, as set out within the supporting text to Policy 14 of the emerging Local Plan Part 2.

Urban design issues

- 8.8 Saved Policy E20 of the Northampton Local Plan places great importance on the quality of design of new developments. Policy S10 of the WNJCS seeks to achieve the highest standards of sustainable design including incorporating a strong sense of place. Policy 2 of the emerging Local Plan relates to placemaking and design and states that development should be designed to promote and contribute to good placemaking through high quality, innovative and sustainable design which encourages the creation of a strong, locally distinctive sense of place. These policies are in conformity with the NPPF, which advises that the planning and development process should achieve the creation of high quality, beautiful and sustainable buildings and places.
- 8.9 The proposed scheme involves a mixture of conversion and new build elements. It is proposed to convert the existing 232 bed student residence (Bassett-Lowke building) into 48 flats, convert a small two storey office building into a dwelling and erect 55 new build properties.
- 8.10 The proposed layout provides a main spine road which runs on a broad east-west axis with a looped road arrangement to the north and a secondary road (mews court) dissecting this northern loop. The new build dwellings would generally front onto these roads. The western part of the site would form an undeveloped area of open space.
- 8.11 The retention and conversion of the Bassett-Lowke building is a key change from what was envisaged at outline stage. Under the outline application the indicative proposal was to demolish this building and provide new build dwellings in this part of the site. The applicant is now proposing to retain this building and convert it into family sized flats (predominantly 3 bed and a small proportion of 2 bed).
- 8.12 The principle of retaining the Bassett-Lowke building is considered to provide several benefits, not least by enhancing the sustainability of the development and reducing its impact on climate change. The Bassett-Lowke building was built in the late 1990s and is therefore a relatively modern building and its reuse represents a much more efficient use of resources. Its retention means that the embodied carbon within the building would not be lost through demolition and the carbon footprint of the new build element is lessened. The conversion of the building into flats also allows for a higher density of development in this part of the site, which consequently allows for a more spacious layout across the remainder of the site, including the provision of open space and landscape buffers.
- 8.13 The Bassett-Lowke building is four storeys in height and generally has a simple architectural form, with some projecting gable features and a hipped roof. The building is faced in several different types of brick. Some external alterations are proposed to the building as part of the proposals, which include the formation of balconies and terraces that would provide private amenity areas for each of the flats,

new doors onto the balconies/terraces, new aluminium framed windows with aluminium surrounds and the inclusion of an additional string course. The proposed works would modernise the exterior of the building, with the balconies adding additional depth and fragmentation to the façade and the aluminium window surrounds helping to tie this part of the development in with the design of the new build element.

- 8.14 The new build dwellings would predominantly be semi-detached with a small number of triple terraces. The dwellings would be two and three storeys in height, with the three storey properties fronting onto the main spine road opposite the existing Maidwell building. There would therefore be a variety of building heights across the development ranging between two and four storeys.
- 8.15 The Bassett-Lowke building is still fairly domestic in scale despite its four storey height and the proposed three storey properties would help to provide a transition between the new build element and the Maidwell building, which is a substantial four storey building. Overall, it is considered that the proposed building heights would harmonise across the whole development and the variation in building height would provide visual interest within the streetscene.
- 8.16 In terms of the design of the new build dwellings, the development has been designed to reflect three main character areas. These comprise the spine road, loop road and the mews court. The dwellings fronting onto the spine road would be a mixture of two and three storeys and would have a gable frontage whilst the dwellings fronting onto the loop road would be two storeys and would have a traditional pitched roof frontage. The dwellings fronting onto the mews court would also be two storeys with a traditional pitched roof frontage, with the road hierarchy and landscaping creating a distinct identity to this area.
- 8.17 Where dwellings are located on the corner of road junctions, these properties have been designed to provide an active frontage and visual interest to both roadside elevations. For example, the three storey properties have their entrance door in the side elevation along with a series of different sized window openings and the two storey properties include an additional large window in the side elevation that would serve as a secondary window to the living room. The latter also applies to two other plots that have a prominent side elevation (plots 29 and 55).
- 8.18 The new dwellings would be faced in buff brick and red brick with grey tiles to the roofs. The two storey dwellings have projecting brick panels which serve to provide a degree of contrast within the brickwork. The buff brick dwellings would have cream coloured fenestration and the red brick dwellings would have dark grey fenestration. The dwellings incorporate window surrounds to the principal elevations and window surrounds have also been included to the side elevation windows on the prominent corner plots.
- 8.19 It is considered that there is a cohesive approach to the overall design. Variation in the scale, design and material palette of the new dwellings provides visual interest whilst unifying features, such as the window surrounds, brick detailing and colour scheme, provides a degree of rhythm across the development.
- 8.20 The prominence of parking within the development has been mitigated by many of the new build dwellings having parking spaces to the side of the houses and where parking is provided to the front of dwellings the parking spaces have been broken up with areas of soft landscaping. The proposed car park associated with the Bassett-

Lowke building would be screened along the road frontage by hedging sat behind 900mm spear top railings.

- 8.21 The proposed layout provides substantial areas of open space and landscaping which would soften the appearance of the development. The western part of the site would be retained as an undeveloped green space, maintaining an area of woodland in the southern portion and providing a wetland area to the northern edge as part of the surface water drainage strategy for the development. The retained woodland would also form the backdrop to the car park for the Bassett-Lowke building.
- 8.22 Shared amenity space would be provided between the wings of the Bassett-Lowke building and existing trees that lie to the rear of the building along the southern boundary would be retained. A small play area is also proposed to the rear of the Bassett-Lowke building.
- 8.23 In the northern part of the site it is proposed to provide an area of amenity space along the western flank of the loop road where there would be two interconnected play areas interspersed with existing trees and supplemented with new tree planting. To the eastern flank of the loop road an existing belt of trees would be retained and would provide a landscaped buffer to the adjacent school premises.
- 8.24 New tree planting is proposed throughout the development including along the main spine road and the mews court. The proposed tree planting coupled with the retained trees would give the sense of tree lined streets, as promoted within the NPPF. Tree planting to the spine road would also be augmented through the redevelopment of the Maidwell building.
- 8.25 Boundary treatments are considered to have been designed sensitively across the site. Where the boundaries of rear gardens are exposed and visually prominent it is proposed to provide brick boundary walls with projecting piers. The area at the terminus of the spine road would form a 1.2m high timber post and rail fence and this would extend around the rear of the Bassett Lowke car park and building. A similar post and rail fence would also be provided around the play area in the northern part of the site and to the front of the Quinton building. Metal railings at a height of 900mm would be provided to the mews court and the front of the Bassett-Lowke car park. The external boundaries of the site would be retained as existing, including to the undeveloped western part of the site. In some instances, new boundary treatments would be formed adjacent to existing external boundaries, for example along sections of the northern boundary next to the Malcolm Arnold Academy.
- 8.26 To conclude, it is considered that the proposal would deliver a high quality of design that would provide an attractive place to live and create a distinct sense of place. The application is therefore considered to comply with relevant planning policies and guidance in relation to design.

Heritage issues

- 8.27 A small part of the application site falls within the Kingsley Conservation Area. The Quinton building and its access along with the principal access into the site from St Georges Avenue lie within the Conservation Area. The remainder of the site's southern boundary abuts the Kingsley Conservation Area.
- 8.28 The nearby Newton building is Grade II listed and the neighbouring Maidwell building has been identified as a non-designated heritage asset. Both these buildings have a prominent frontage to St Georges Avenue and are identified in the Kingsley

Conservation Area Appraisal as making a positive contribution to the Conservation Area. It is worth noting here that full planning permission for the redevelopment of the Maidwell building, including partial demolition, was approved under application N/2016/0810 and there is an ongoing application to make amendments to that permission, which includes the retention of a greater proportion of the Maidwell building (application reference WNN/2022/0828).

- 8.29 Policy BN5 of the WNJCS and Policy 31 of the emerging Local Plan Part 2 relate to the historic environment and chapter 16 of the NPPF is relevant when assessing development proposals that affect designated and non-designated heritage assets.
- 8.30 The hybrid application (N/2016/0810) was supported by a detailed Heritage Impact Assessment and officers concluded that there were no overriding objections to the principle of the proposed development on the part of the site that was subject to the outline application (and is now the subject to the current reserved matters submission).
- 8.31 In line with the indicative details provided at outline stage, it is proposed to retain the Quinton building and convert it into a dwelling. Some minor external alterations are proposed to facilitate the conversion, including replacing a window with a pair of French doors in the rear elevation. The retention of the building is welcomed and the interventions necessary to convert the building into a dwellinghouse would have very limited impact on the Conservation Area or the setting of the adjacent Maidwell building.
- 8.32 The Council's Conservation Section considers that the retention of the Bassett-Lowke building and its conversion into flats is appropriate.
- 8.33 It is considered that the scale and layout of the proposed new build elements would reflect the character of the site and the appearance of the dwellings together with the proposed hard and soft landscaping scheme would help the new built form to harmonise with the retained historic buildings on the former campus site and the wider Kingsley Conservation Area.
- 8.34 The application site includes the car park to the rear of the Newton building. This area would be retained as a car park in connection with the use of the Newton building. Changes to the layout of the car park are limited and it is considered that this aspect of the proposal would not have any significant impact on the setting of the listed building.
- 8.35 No objections have been raised by the Council's Conservation Section or from Historic England in response to the proposed details and officers consider that the overall impact of the detailed proposals would result in less than substantial harm to the identified designated and non-designated heritage assets. Whilst the principle of development has already been established, it remains necessary to weigh this harm against the public benefits of the proposal, as required by the NPPF and emerging Policy 31 of the Local Plan Part 2. The proposal is necessary to bring forward the approved quantum of residential development on this part of the former campus site, which in turn would contribute towards the delivery of the Council's housing targets within the emerging Local Plan Part 2. This is considered to represent a public benefit which outweighs the less than substantial harm.

Residential amenity issues

- 8.36 All of the proposed dwellings satisfy Nationally Described Space Standards with regards to the unit sizes and all habitable rooms would be provided with window openings that would provide a suitable outlook and natural light. Separation distances between dwellings within the site are considered acceptable, including in relation to the redeveloped Maidwell building. The new build dwellings and the Quinton building are provided with reasonable sized private gardens and the flats within the Bassett-Lowke building would have private terraces and balconies. As such, it is considered that the development would provide acceptable living conditions for the future occupiers.
- 8.37 The nearest existing residential properties are to the south on St Georges Avenue and back onto the site. The proposed flats within the Bassett-Lowke building and the dwelling within the Quinton building are the closest part of the development to these neighbouring properties. Given that the Bassett-Lowke building has been used for residential purposes and there is an established relationship between this building and adjacent property, the potential impact on the amenity of neighbouring occupiers is lessened. The proposal would introduce balconies onto the Bassett-Lowke building although the separation distances, topography and boundary screening are sufficient to adequately mitigate any potential undue loss of privacy. The Quinton building was previously used as a security office and the orientation of this building, the land levels in this location and new and retained boundary treatments are such that its reuse as a dwelling is unlikely to result in any material harm to the amenity of existing neighbours.
- 8.38 There are some properties to the western site boundary on Freehold Street however there would be a substantial green buffer between these properties and the proposed dwellings. What is more, this area is intended to form a natural habitat with no direct public access. As such, the proposed development is unlikely to have any significant impact on neighbouring property to the west.
- 8.39 Two formal play areas are proposed within the site. One is proposed alongside the northern loop road where it would form two interconnected play areas with formal and informal play equipment. A further, smaller play area is proposed to the rear of the Bassett-Lowke building. In addition, areas of publicly accessible amenity space are proposed around the Basset-Lowke building.
- 8.40 The play areas and amenity space are well overlooked by dwellings within the development, which is likely to mitigate the potential for these areas attracting antisocial behaviour and causing a nuisance for residents.
- 8.41 The proposed play area alongside the northern loop road would either be separated from the nearest proposed dwellings by the new road or by landscaped buffers, which would help to mitigate the potential for noise and disturbance associated with the use of this play area.
- 8.42 The proposed play area to the rear of the Bassett-Lowke building would tie in with amenity space to the south of the proposed flats. It would have a very close relationship with the Quinton building as well as with No.72-74 St Georges Avenue, both of which would back onto this play area. With regards to No.72-74 St Georges Avenue, this neighbouring property is set at a higher level to the development site and existing trees and boundary treatment provide some screening and are to be retained as part of the proposals. The rear garden of the Quinton building would be separated from the play area by a 1.8m close boarded fence.

- 8.43 The size of the play area has been reduced to help mitigate the potential for its use giving rise to noise disturbance. Officers recognise that the use of this area could impact on the amenity of existing and future occupiers, however, on balance it is considered that the benefits of providing the play area outweigh the risk of occasional disturbance resulting from its use.
- 8.44 As required under condition 6 of the outline permission, the application is accompanied by a noise assessment that includes acoustic and ventilation mitigation measures to address noise arising from the adjacent playing pitches and plant on buildings within the site. The proposed mitigation involves acoustically upgraded constructions and acoustic fencing to certain plots in the northernmost part of the site. The information has been assessed by the Council's Environmental Health team who are satisfied that the proposed noise mitigation is adequate. The details can therefore be approved as part of the reserved matters, with a condition requiring the provision of the approved mitigation measures prior to the occupation of the relevant plots.
- 8.45 In summary, it is considered that the proposal would provide acceptable living conditions for the future occupiers of the development and would not result in any significant harm to the amenities of existing neighbouring property.

Highway matters

- 8.46 The principal point of access into the reserved matters site has already been approved at outline stage. The access is located between the Maidwell and Newton buildings and is served off St Georges Avenue. The proposed layout also includes the retention of an existing point of access to the west of the Maidwell building and this would be a private drive serving the Quinton building.
- 8.47 Issues relating to the impact of traffic generation on the highway network were considered under application N/2016/0810 and found to be acceptable.
- 8.48 The highway matters under consideration are therefore limited to the internal layout of the site.
- 8.49 The Local Highway Authority has assessed the application. No significant concerns have been raised however a series of technical recommendations have been made in relation to visibility, surfacing, the relationship between the drainage pond and the adoptable highway, the location of trees in relation to the adoptable highway, the location of cycle parking and vehicle tracking information. The applicant has provided a suite of amended plans to address these technical requirements, and these are currently being considered by the LHA. An update will be provided to members on highway matters within the published committee addendum.
- 8.50 The LHA has not raised any issues with the proposed level of parking for the new residential development. The parking to the rear of the Newton building would largely be retained as existing for use in connection with the Newton building.
- 8.51 The access to the west of the Maidwell building would only serve the Quinton building and the site layout has been designed to prevent its use as a vehicular throughfare, in line with LHA advice. Officers have however sought to ensure that there is some pedestrian connectivity to the west of the Maidwell building to enhance permeability. The applicant is proposing to deliver this through a combination of the reserved matters layout and the Maidwell building development, with a section of new (unadopted) footway within the reserved matters site connecting to a section of

existing footway within the Maidwell site to form a continuous path. The existing footway would be widened where possible and some soft landscaping provided to form a buffer. A condition to secure this footpath would be necessary.

- The indicative layout at outline stage showed a pedestrian and cycle path running 8.52 east-west through the site connecting Freehold Street with Trinity Avenue, however, these connections are not included as part of the proposed layout. Whilst such links would improve the permeability of the development, they are unlikely to have a significant impact on encouraging active travel. This is because routes to the facilities and amenities that lie towards the east and west of the site would be readily accessible via St Georges Avenue and would not necessarily involve significantly greater distances or significantly slower journey times. What is more, providing a connection to Freehold Street would encourage human activity within the western part of the site, which is intended to be retained as a natural area for wildlife, and it is considered that there is a greater benefit in maintaining this area as a natural space. Furthermore, a connection to Trinity Avenue to the east would involve a route via the retained car park at the rear of the Newton building which is not particularly desirable on safety grounds. On balance, officers have therefore concluded that direct connections to the east and west of the site are not necessary.
- 8.53 The proposed layout indicates that a barrier structure is to be formed adjacent to the drainage pond within an area of open space. The purpose of this is to_prevent any vehicles entering the drainage pond given the pond's location quite close to the terminus of the main spine road. Such a feature has been recommended by the LHA and a condition is considered necessary to secure design and construction details in the interests of highway safety and visual amenity.

Trees and ecology

- 8.54 As required by condition 7 of the outline permission, the application is accompanied by an arboricultural impact assessment report. This concludes that to achieve the proposed site layout it is necessary to remove 64 individual and small groups of trees. To mitigate this loss, the site has been designed to accommodate the planting and establishment of 105 new trees, leading to a long-term net gain in canopy coverage. Moreover, the layout has been designed to retain the most important trees, with sufficient space so as not to create a future conflict between trees, buildings, and people.
- 8.55 The application has been assessed by the Council's arboricultural officer and no objections have been raised. It is therefore considered that the proposed tree loss is acceptable and is adequately compensated for with new tree planting across the site. A condition requiring an arboricultural method statement would be necessary to ensure that all tree to be retained are protected during construction.
- 8.56 Detailed ecological proposals are required under condition 20 of application N/2016/0810 but in terms of the details submitted for the reserved matters it is considered that the proposal would provide suitable opportunities for biodiversity mitigation and enhancement. The proposed layout includes a woodland and wetland area in the western part of the site and the submission describes how this area could be enhanced for wildlife. Elsewhere, important tree belts would be retained and new tree planting provided. The proposed soft landscaping scheme is based on native shrub, hedge and tree planting. The Council's ecology advisor has not raised any issues with the soft landscaping proposals.

8.57 Bat and bird boxes are to be installed on some of the new dwellings and the Bassett-Lowke building and the boundary treatment to rear gardens is shown as allowing for the free movement of hedgehogs (except for the plots that are to have acoustic fencing). These features would need to be secured by condition.

Representations

8.58 Three representations have been received and these are summarised within section 7 of this report. The issues raised are considered to have been addressed within this appraisal, specifically with regards to matters of access, ecology, trees and boundary treatments.

Other matters

- 8.59 With regards to security and crime prevention, the Police Crime Prevention Design Adviser (CPDA) has stated that they have reservations with the amenity and play spaces between the wings of the Basset-Lowke building. This is due to the potential for these areas to be used inappropriately and inconsiderately by older youths who can create nuisance and disturbance in the evenings. The CPDA recommends that play areas be separated from the nearest dwelling by a well-used road so that there is a suitable distance to reduce nuisance.
- 8.60 Officers acknowledge the reservations of the CPDA, however, the benefits of providing the proposed amenity space and play area are considered to outweigh the potential harm from nuisance and disturbance, particularly considering that these areas would be well overlooked by neighbouring houses which would mitigate the likelihood of any antisocial behaviour associated with their use.
- 8.61 The parking for the units within the Bassett-Lowke building would be remote from the flats. The car park is proposed to have a security barrier across the entrance and CCTV, which is in line with the recommendation of the CPDA. It has also been recommended that lighting is provided to the car park, and this is considered appropriate although it would need to be designed sensitively to mitigate the impact on the adjacent woodland. The proposed boundary treatment to the car park (metal railings and timber post and rail fence) is considered to strike an acceptable balance between security and urban design considerations. Suitable security measures would also need to be provided for the Bassett-Lowke building given that it is flatted development with shared internal access arrangements. A condition regarding the provision of these security measures would be necessary.
- 8.62 Issues of flood risk and drainage were considered under the hybrid application and relevant conditions were attached to the permission. The details being considered under the current reserved matters application do not give rise to any specific flood risk or drainage issues, although it is to be noted that the layout provides a drainage pond associated with the developer's intended drainage strategy.
- 8.63 The Section 106 agreement allied with application N/2016/0810 requires a minimum of 1.4 hectares of open space to be provided across the entirety of the development approved on the former campus site. The proposed layout makes provision for a significant proportion of this, notably the formal play areas, amenity space adjacent to the Bassett-Lowke building and the western portion of the site. Arrangements for the laying out and maintenance of the open space across the development are covered within the Section 106 agreement associated with the original hybrid application. The Section 106 does however require a phasing plan for the provision of the open space

to be submitted at reserved matters stage; this has been provided and is considered acceptable.

8.64 A scheme for the provision of electric vehicle recharging points has been submitted with the application. A recharging point is provided for each of the new build dwellings plus the Quinton building. Communal recharging facilities are provided within the car park for the flats and would also be provided in the car park for the Newton building. Environmental Health consider the proposed provision to be acceptable. The details partially satisfy condition 26 of the parent consent and can be approved.

9. FINANCIAL CONSIDERATIONS

9.1 Relevant planning obligations were secured under the parent application, including contributions towards education and healthcare. It is not possible to seek further contributions as part of the reserved matters.

10 PLANNING BALANCE AND CONCLUSION

- 10.1 The principle of residential development for up to 104 dwellings on the site has already been established and the current application is seeking approval for the detailed design of the development, covering the layout, scale, appearance and landscaping of the site.
- 10.2 It is considered that the proposals would deliver a high-quality scheme that would provide a good mixture of housing within a well-designed development that would be enhanced by areas of open space, including retained and new tree planting. Furthermore, the proposal involves the reuse of two existing buildings, which significantly improves the overall sustainability of the development.
- 10.3 Acceptable living conditions would be provided for the future occupiers and the proposal would not result in any significant harm to the amenities of neighbouring property. The significance of designated and non-designated heritage assets would be preserved and opportunities for biodiversity enhancement would be provided. Subject to technical highway design matters being confirmed as satisfactory to the LHA, the proposal would be acceptable from a highway safety perspective.
- 10.4 The proposal is considered to comply with the policies and guidance as set out within this report and it is therefore recommended that the application is approved, subject to conditions.

11. RECOMMENDATION / CONDITIONS AND REASONS

- 11.1 Grant approval of the reserved matters subject to the following conditions:
- 1. The development shall be carried out in accordance with the list of the following plans:

101-190AR 004N 101-190AR/010H 101-190AR/011H 101-190AR/012F 101-190AR/013F 101-190AR/014F 101-190AR/015G 101-190AR/017E

6569-SK58-P1 569-SK59-P1

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

2. A detailed specification for the proposed facing materials for the new dwellings and for the external alterations to the retained buildings on the site shall be submitted to and approved in writing by the Local Planning Authority before any works are carried out to construct the new dwellings above floor slab level and before any works are carried out to alter the external appearance of the retained buildings. The development shall be carried out in accordance with the approved details and thereafter retained as such.

Reason: In the interests of visual amenity and to retain the significance of designated and non-designated heritage assets. This is to accord with Saved Policy E20 of the Northampton Local Plan, Policies S10 and BN5 of the West Northamptonshire Joint Core Strategy, Policies 2 and 31 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.

Tree protection

- 3. An arboricultural method statement (AMS) and tree protection plan (TPP) for the protection of all trees that are to be retained on the site as part of the approved landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority before development commences (including all demolition and preparatory work). The scheme of protection shall be prepared in accordance with BS 5837:2012 Trees in relation to design, demolition and construction Recommendations, and shall refer to a retained tree's root protection area (RPA as defined in BS 5837) and to any work that may affect a retained tree above-ground. The AMS and TPP shall include details of:
 - the impact that demolition may have (where appropriate)
 - the impact that the installation of services/utilities/drainage may have
 - · the impact that construction may have
 - · the impact that changes in level may have.

The AMS shall also make recommendations for:

a) tree pruning to allow the development to proceed (if appropriate)

- b) tree protection, to be shown on the TPP with offsets from fixed points to confirm the alignment of any protective fencing and the extent of any ground protection
- c) ground protection where scaffolding will be erected (if appropriate)
- d) ground protection where cranes will be installed (if appropriate).
- e) the specification and installation of any boundary treatments within or adjacent RPAs or that may impact any of the retained trees
- f) the specification for the construction of any access, driveway, parking area or the like that encroach over the RPAs of the retained trees
- g) site setup, including (but not limited to) site access, parking, on-site welfare facilities, temporary buildings, loading, unloading and storage of equipment, materials, fuels and waste as well concrete mixing, including suitable control measures to protect the retained trees from harm from those facilities or activities
- h) a site monitoring protocol that will confirm by independent examination by a suitably qualified tree specialist that the agreed scheme of protection is in place.

The development thereafter shall be implemented in strict accordance with the approved AMS and TPP, which shall be kept in place until all parts of the development have been completed and all equipment, machinery and surplus materials have been removed.

Reason: To protect existing trees on the site in the interests of visual amenity and biodiversity and to accord with Saved Policy E20 of the Northampton Local Plan, Policies S10 and BN2 of the West Northamptonshire Joint Core Strategy, Policies 2 and 29 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.

4. Design and construction details of the proposed structure to prevent vehicles entering the drainage pond in the western part of the site shall be submitted to and approved in writing by the Local Planning Authority before any part of the development is first occupied. The barrier structure shall be provided in accordance with the approved details before any of plots 46-55 or any dwelling within the Bassett-Lowke building is first occupied and shall thereafter be retained as such.

Reason: In the interests of highway safety and visual amenity and to accord with Policies 2 and 33 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.

5. Notwithstanding the submitted details, a scheme of security measures for the approved flats and associated car park (Bassett-Lowke development) shall be submitted to and approved in writing by the Local Planning Authority before any flat within the Bassett-Lowke building is first occupied. The scheme shall include details of the proposed CCTV and security barrier to the car park, a lighting scheme for the car park (which shall be designed to limit light spill into the adjacent woodland) and measures to control access into the Bassett-Lowke building. The approved security measures shall be provided before any of the flats are first occupied and shall thereafter be retained as such.

Reason: To reduce opportunities for crime and to accord with Policy S10 of the West Northamptonshire Joint Core Strategy, Policies 2 and 4 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.

6. The proposed noise mitigation measures, as detailed in report reference RP02-21251-R1 prepared by Cass Allen and dated 15/09/2021, shall be provided before the plot to which the noise mitigation measures relate is first occupied and shall thereafter be retained as such.

Reason: In the interests of residential amenity and to accord with Saved Policy E20 of the Northampton Local Plan, Policies S10 and BN9 of the West Northamptonshire Joint Core Strategy, Policies 4 and 6 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.

7. The ecology measures as specified on approved drawing number 101-190AR/055B shall be provided before the plot to which the ecology measures relate is first occupied and shall thereafter be retained as such.

Reason: In the interests of biodiversity and to accord with Policy BN2 of the West Northamptonshire Joint Core Strategy, Policy 29 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.

8. Electric vehicle charging points shall be provided in accordance with approved drawing number 101-190AR/053D. The individual electric vehicle charging points shall be provided before the dwelling to which they relate is first occupied. The proposed shared electric vehicle charging facilities for the flats (Bassett-Lowke) shall be provided before any of the flats are first occupied. The charging facilities within the car park to the rear of the Newton building shall be provided before any part of the residential development is occupied. Cable and circuitry ratings shall be of adequate size to ensure a minimum continuous current demand of 16 Amps and a maximum demand of 32Amps. The charging points shall thereafter be retained as such.

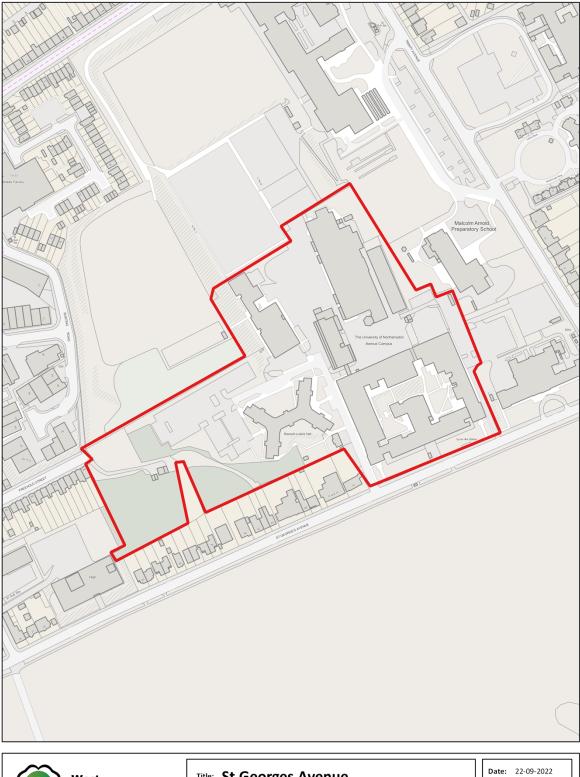
Reason: To facilitate the use of low emissions vehicles in the interests of mitigating climate change and to accord with Policy S10 of the West Northamptonshire Joint Core Strategy, Policies 32 and 35 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.

9. Notwithstanding the submitted information, details of a continuous footway to be provided between St Georges Avenue and the main spine road within the site, as indicated on drawing number 101-190AR/054C, shall be submitted to and approved in writing by the Local Planning Authority before any dwelling is first occupied. The details shall include a design and construction specification, a legal mechanism to ensure that there is a public right of access over the footway in perpetuity and future maintenance arrangements. The footway shall be provided before any dwelling is first occupied and shall thereafter be retained as such.

Reason: To improve the permeability of the development and promote sustainable and active travel. This is to accord with Policy S10 of the West Northamptonshire Joint Core Strategy, Policies 2, 4, 6 and 32 of the emerging Local Plan Part 2 and guidance contained within the National Planning Policy Framework.



Planning Committee Report



West Northamptonshire Council Title: St Georges Avenue

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