

# Agenda item **4**

**North Northamptonshire Area Planning Committee  
(Wellingborough)  
Thursday 10 June 2021 at 7.00 pm  
Council Chamber, Swanspool House**

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**North Northamptonshire Area Planning Committee  
(Wellingborough)  
Thursday 10 June 2021**

<b>Application Reference</b>	<b>WP/20/00858/FUL</b>	
<b>Case Officer</b>	Ms Susan Garbutt	
<b>Location</b>	41 Cotswold Drive Wellingborough Northamptonshire NN8 2JB	
<b>Development</b>	NEW INFORMATION - RESPONSE LETTER AND CONTACT WITH NNC. Change of use application from dwelling C3 to residential institution C2 (children's home for 1 child)	
<b>Applicant</b>	Mr Nyarai Reuben	
<b>Agent</b>	Mr Ritesh Parekh	
<b>Ward</b>	Croyland	
<b>Overall Expiry Date</b>	3 May 2021	
<b>Agreed Extension of Time</b>	11 June 2021	
<b>Checked</b>	<b>Designate Principal</b>	<b>Name Debbie Kirk</b>

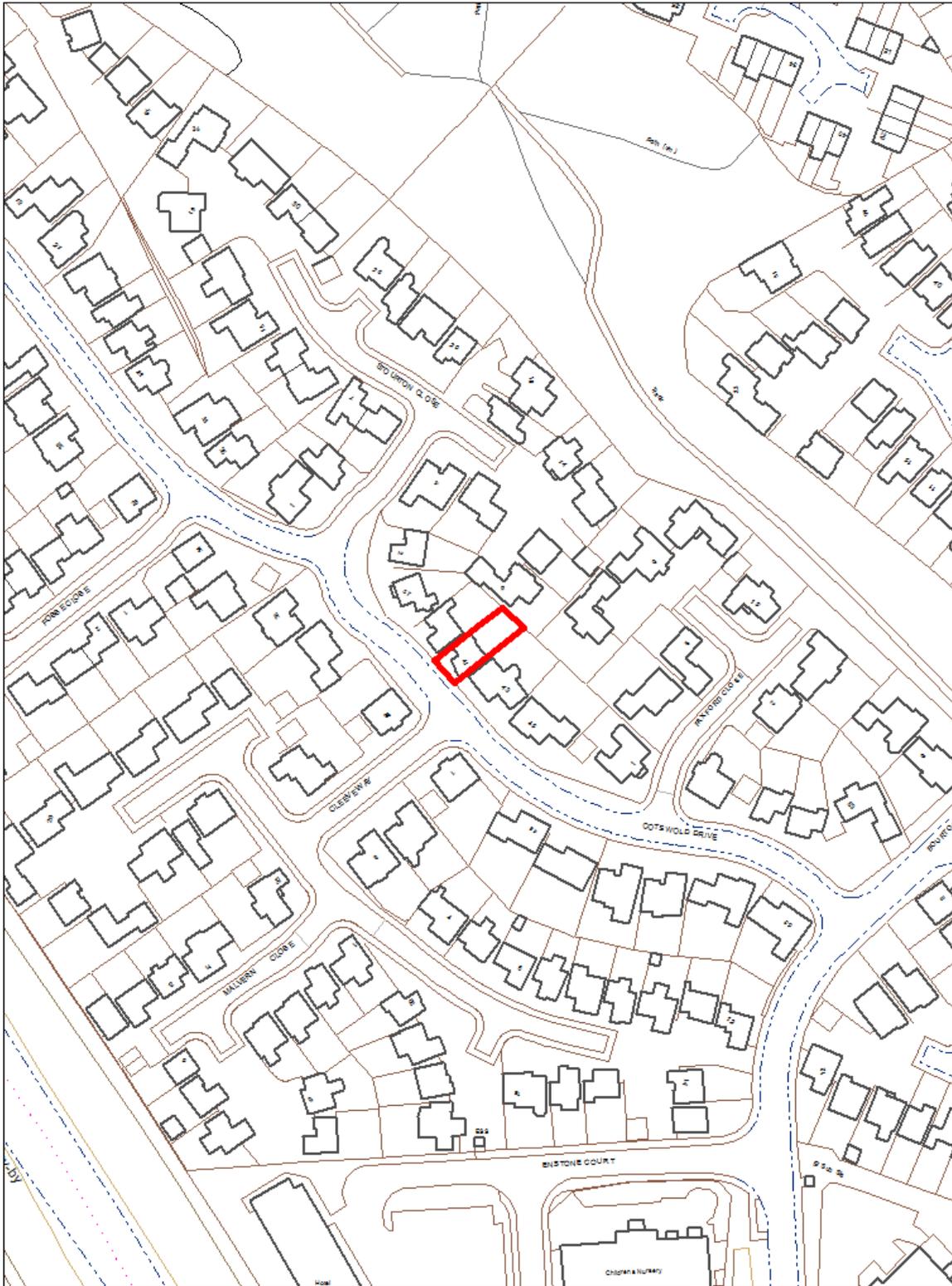
**Scheme of Delegation**

This application is brought to committee because it falls outside of the council's scheme of delegation because the application has attracted 3 or more written objections from households local to the application site.

**1. Recommendation**

1.1 That planning permission be REFUSED for the following reasons:

1. The social benefits of the application are considered limited as the placing authority has not confirmed that they would utilise the children's home. The site contains a small three-bedroom dwelling and there is an identified and evidenced need for small dwellings within North Northamptonshire. The proposal has adverse environmental impacts as the parking proposed does not comply with the local standard. The adverse social and environmental



 <p>North Northamptonshire Council</p>		<p>ICT Services</p> <p>This map is accurate to the scale specified when produced at 1:1</p>	<p>© Crown Copyright and database right 2021. Ordnance Survey 100069927.</p> <p>Osris Revealed Aerial Photography copyright: Geographics PLC 1999</p>	<p><b>Legend</b></p> <p> WP/20/00858/FUL 41 Cotswold Drive Wellingborough</p>
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impacts are considered to significantly and demonstrably outweigh the economic benefits of the proposal. The proposed development would be contrary to policies 1, 8 (b) (i) and (ii) and 30(a) (i) & (ii) of the North Northamptonshire Joint Core Strategy, the Northamptonshire Parking Standards and the National Planning Policy Framework taken as a whole.

2. The staff and residents of the site would be reliant on the private car, and insufficient off-road parking is provided for the proposed C2 use. The proposed development would be contrary to policy 8 (b) (i) and (ii) of the North Northamptonshire Joint Core Strategy, the Northamptonshire Parking Standards and advice contained within paragraphs 105, 109-110 of the National Planning Policy Framework.

## **2. The Application Proposal and Background**

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2.1 The proposal seeks planning permission to change the use of the dwelling to a residential institution (C2 use). No external changes are proposed.

2.2 The latest information submitted refers to the home being for 1 child only aged 5-18 years, supported by 2 staff members with 1 bedroom for staff, 1 for the child and 1 bedroom to be used as an office. The application description has been revised accordingly.

2.3 The application was originally made valid but was later found to be invalid due to an incorrect application form. The application was subsequently made valid. All comments received are included in this report.

2.4 The application is supported by a Supporting Statement and further information was supplied on 14/4/21 to answer queries raised by the case officer. Having reviewed the submitted statement, it is considered that the element of care that would be introduced into the dwelling would mean that the use would change from C3 to C2, as children could not be regarded as forming a household by themselves. The change to a C2 use is considered to be material in planning terms in this instance. Although the number of children is small, and the number of adults would be 2 (as may be the case in a small family), the carers would change regularly. The shift patterns would be 0800 to 2100 and 2100 to 0800. Two staff would be present during the day and night. A manager would be on site Monday to Friday only (or in emergencies) and would not always be present.

2.5 The property is in a built-up area, with the adjacent neighbouring dwelling number 43 only 1.0 metre from the side elevation, and the adjacent neighbouring dwelling number 39 only 1.0 metre from the parking space of the property. The property is small, and the comings and goings of staff and the duty manager, would materially impact on the surrounding area, so a material change of use would occur.

## **3. Site Description and Surroundings**

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3.1 The application site is located on the eastern side of Cotswold Drive. The site is within an established residential area developed in the 1990s. The site contains a two-storey detached three-bedroom dwelling, which has off road parking for 1 car plus an attached single garage. The site has a small front garden and average sized rear garden. The dwelling has neighbouring dwellings to either side and to the rear.

#### **4. Relevant Planning History**

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4.1 List all previous planning applications as follows:

WP/1997/0055	Approved with conditions Erection of 83 dwellings, estate roads and ancillary works	23.04.1997
WP/1991/0446	Approved with conditions Residential with parkland and hotel. (4 Section 106 Agreements)	16.06.1992
BW/1988/1385	Approved with conditions Site for golf course hotel tennis centre and housing. (3 Section 52 Agreements)	27.02.1990

#### **5. Consultation Responses**

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A full copy of all comments received can be found on the Council's Website  
<https://www.wellingborough.gov.uk/viewplanningapplications>

##### **5.1 Wellingborough Town Council**

No comments received.

##### **5.2 Neighbours/Responses to publicity**

A total of 11 objections (as at 18/5/21) have been received from households at Cotswold Drive, Cleeve Way, Hidcote Close, Stourton Close, Brickhill Road and Chippenham Close and Thrapston on the following grounds:

- Not similar to C3 use, as relevant legislation and legal judgements have shown
- Additional demands on police
- Increase fear of crime
- Lack of local need for the facility
- Concern if use is not well managed
- Care home should be a purpose-built facility
- Impact on neighbours
- Would breach restrictive covenants on the property
- Garage too small for a car, inadequate parking available (1 space)
- Bus stop referred to is not in use
- Application not made by owner
- No evidence of the need for this facility
- Local opposition to the use, could impact on the children who will live here
- Detrimental to ambience of the area
- Parking on street would be close to junction opposite (Cleeve Way) breach highway code
- Safeguarding concerns for local children
- Fire access/alarm/smoking concerns
- Work being done on the property
- Application form and statement incomplete and inaccurate
- Would set a precedent for future applications and would negatively impact house prices

- Shift changes (and the need to move off the drive to access the garage) will result in this business generating more traffic than an ordinary residence: 4-5 vehicles at once, twice per day.
- On-street parking for visitors on this estate would be permanently lost to this use

### **5.3 Local highway Authority (LHA)**

(Jan 21) No objection is raised to the application on highway safety or capacity grounds, subject to parking accommodation to be provided in accordance with the Northamptonshire Parking Standards and policy 8 (b) (ii) of the JCS. A C2 use requires one car parking space per full time equivalent staff plus one visitor space per three beds.

**5.4 Housing Strategy** – the application makes no reference to the standards set out in the Guide to Children's Home Standards or to relevant NICE guidelines. The standards require that the registered person 'seek to involve' the placing authority - in this instance North Northamptonshire Council (NNC), or the Nene and Corby Clinical Commissioning Group. The applicant and NNC should therefore provide evidence of an agreed need for this Children's Home. The plans proposed do not demonstrate that the proposed home will provide 'privacy, common spaces and spaces to be active' as required by the guidelines, nor to provide overnight staff accommodation and facilities as required by the guidelines. The plans also do not provide information detailing how the home would meet the needs of Children in Care who might have additional needs, for example requiring adaptations, accessibility considerations, locked medicine cabinets etc. Without clear evidence of need for this Children's Home, support from the placing authority, and demonstration that the design meets current and potential future needs of a Children's home it is not possible for the housing officer to support this application.

(Apr 21) A registered children's home for small numbers e.g. one or two children, is only required in specific and exceptional circumstances where the child/ children have high levels of vulnerabilities, high care needs or both. The proposed property as per the plans provided, does not provide any specialist facilities to meet higher needs. Across the SHMA, and the housing register the demand for two-bedroom properties is high and this application would represent the loss of a two-bedroom home.

**5.5 Environmental Protection** – no comments.

**5.6 Police** – no comment/objection.

**5.7 Northamptonshire Fire and Rescue** - detailed comments on fire safety provided.

**5.8 Northamptonshire Children's Trust** – (Apr 21) the provider is in our Personal Care and Support framework, and they have stated they plan to tender for our Children's Home Framework, due to reopen in the next months. Our initial thoughts are that a new children's home could offer more choice, and should it be too costly, the Trust would not have to place with them.

## **6. Relevant Planning Policies and Considerations**

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### **6.1 Statutory Duty**

Planning law requires that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise.

### **6.2 National Policy**

National Planning Policy Framework (NPPF) (2019)

National Planning Practice Guidance (NPPG)

National Design Guide (NDG) (2019)

### **6.3 North Northamptonshire Joint Core Strategy – Part 1 of the local plan (JCS)**

Policies:

1 (presumption in favour of sustainable development)

8 (North Northamptonshire place shaping principles)

30 (housing mix and tenure)

### **6.4 Plan for the Borough of Wellingborough – Part 2 of the local plan (PBW)**

Policies

None relevant

### **6.5 Neighbourhood plans:**

None applicable

### **6.6 Other Relevant Documents:**

Planning Out Crime in Northamptonshire

Parking

## **7. Evaluation**

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The proposal raises the following main issues:

- principle of development and material considerations;
- noise;
- air quality;
- living conditions of the neighbouring occupiers;
- effect/impact on highway safety in relation to the proposed access arrangement and parking provision;
- crime and disorder;
- Other matters.

**7.1 Principle of Development and material considerations** - Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that *“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts, the determination must be made in accordance with the development plan unless material considerations indicate otherwise.”*

7.1.1 Policy 1 of the JCS is clear that when considering development proposals, the local planning authority will take a positive approach that reflects the presumption in favour of sustainable development as set out within the revised NPPF.

7.1.2 In addition to the specific NPPF requirements set out above, paragraph 128 states that ‘applicants will be expected to work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably’.

7.1.3 The application form at question five indicates that no pre-application advice or assistance has been sought from the council. The NPPF from paragraph 41 extols the virtues of applicants engaging in pre application discussion with the council to resolve any issues that may arise to help applicants avoid any unnecessary delays and costs.

7.1.4 Policy 11(1) (a) of the JCS sets out that Wellingborough is a growth town and will be a focus for development and growth in North Northamptonshire. Policy 30 of the JCS states that housing development should provide a mix of dwelling sizes and tenures to cater for current and forecast accommodation needs. Part (a) of policy 30 states that there is a need to accommodate smaller households (1-3 bedrooms). There is no specific policy that relates to development for C2 use.

7.1.5 The NPPF is a material consideration. Paragraph 11(d) of the NPPF - the presumption in favour of sustainable development – states:

*“where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*  
*i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*  
*ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”*

The NPPF or its supporting planning practice guidance do not provide specific policy or guidance on this use.

7.1.6 The submitted information states that the child would live at the property, and support workers would be at the property 24/7 on a rota basis. There would be 2 support workers at the property at any time, plus the manager at times. No staff would live at the property. The child who would live at the property would be a child who the Local Authority has decided cannot live with their parent(s). The statement considers that a change of use is required, but that the property would remain operating as a house providing a home for the child, with staff assisting in providing them with a homely environment.

7.1.7 Social workers and other professionals will be visiting the child every 6 weeks to check on their living conditions and progression. All staff working with child will be trained and experienced in managing children and will have a clean DBS (Disclosure Barring Service). No other visitors will be allowed at the property. Contact with any close family members will be by prior arrangement at a contact centre agreed and recorded in their support plan at time of moving in. If necessary, the applicant organisation (Empathy24care) has Headquarter offices and a board room in Rushden where the Social workers and parents can meet in a more private place facilitated by the organisation.

7.1.8 The Housing Strategy Officer advises that the application makes no reference to the standards set out in the Guide to Children's Home Standards or to relevant NICE

guidelines. These documents are material considerations to the determination of this application. The standards require that the registered person 'seek to involve' the placing authority - in this instance North Northamptonshire Council, or the Nene and Corby Clinical Commissioning Group. The applicant and NNC should therefore provide evidence of an agreed need for this Children's Home. The plans proposed do not demonstrate that the proposed home will provide 'privacy, common spaces and spaces to be active' as required by the guidelines, nor provide overnight staff accommodation and facilities as required by the guidelines. The plans also do not provide information detailing how the home would meet the needs of Children in Care who might have additional needs, for example requiring adaptations, accessibility considerations, locked medicine cabinets etc. Without clear evidence of need for this Children's Home, support from the placing authority, and demonstration that the design meets current and potential future needs of a Children's home it is not possible for the housing officer to support this application.

7.1.9 The agent has provided a copy of an email dated 18/1/21 from Northamptonshire Children's Trust which states that "there is a definite need for solo and dual homes in North Northamptonshire so please keep me updated with the progress of the homes registration".

7.1.10 The Children's Trust were consulted and asked whether a home of this nature in this location is required. The Children's Trust have stated the following:  
*"The provider is in our Personal Care and Support framework, and they have stated they plan to tender for our Children's Home Framework, due to reopen in the next months. Our initial thoughts are that a new children's home could offer more choice, and should it be too costly, the Trust would not have to place with them. The current Statement of Purpose for the Home states the home will be for a solo placement (one young person, aged 6 to 18 years-old), with a high staff ratio (2:1). Due to the location of the home, there is a risk that requires assessment at the time of placement. With regards to the provider accepting out of county children, this could impact on our sufficiency. However, if the provider was too costly and the Trust chose not to use them, it wouldn't be a problem for them to accept children and young people from another local authority."*

7.1.11 Further to the comments of the Children's Trust, the Housing Strategy Officer advises that they do not consider that the applicant has demonstrated a need for the home, and the Children's Trust have not confirmed that the home is needed or will be utilised. Indeed, if not used by the Northamptonshire Children's Trust, it could be utilised by people from another Local Authority area. The Housing Strategy Officer state that the lack of demonstrable need for the C2 use in this location should be contrasted with the evidenced need for small dwellings in Northamptonshire. The latest figures show 984 housing register applications currently being assessed for affordable dwellings, and of these the majority require 1 to 3 bed homes (624 applicants, 400 applicants and 227 applicants respectively). This shows that there is a need for smaller dwellings in the Local Authority area and the loss of the current dwelling would add to that need.

7.1.12 The NPPF requires that the benefits of the development are considered. The social benefits of the development are not clear as it there is no evidence that the placing authority of North Northamptonshire will use this children's home in this location. There would be economic benefits as the use would employ 6 staff on a rota basis. The environmental impacts are discussed further below.

7.1.13 Therefore, it is considered that the change of use to C2 is not acceptable in principle, as there is no evidence that the placing authority will use this home in this location. No evidence has been submitted to show that the site would meet the required Children's Home standards. There is evidence to demonstrate that the retention of a small 3 bed dwelling will help to meet the need for small homes in North Northamptonshire.

## **7.2 Noise**

7.2.1 To ensure quality of life and safer and healthier communities the JCS at policy 8 (e) (ii) states that new development should be prevented from contributing to or being adversely affected by unacceptable levels of noise.

7.2.2 Chapter 15 of the revised NPPF gives advice on how local planning authorities should prevent new development from being adversely affected by unacceptable levels of noise pollution. The NPPF further advises that decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development.

7.2.3 The public comments have not raised noise as a concern. The council's environmental protection officer has not identified noise emanating from the use as an area of concern.

7.2.4 It is not clear from the submitted information whether the proposed children's home use would have greater noise impacts than a C3 dwelling would. For example, whether the children living at the home could have behavioural issues. Also, the property is small, and the noise generated from 2 children up to the age of 18, plus the coming and going of staff and the duty manager could impact on the neighbours. The shift patterns have been confirmed as 08:00 to 21:00. Given that the use is in very close proximity to the neighbouring dwellings numbers 39 and 43 Cotswold Drive, the potential for noise disturbance from the site is increased.

7.2.5 It should be identified that the council's environmental protection service has powers to deal with any unacceptable noise the development may create as necessary under the provisions of the Environmental Protection Act 1990.

7.2.6 As the council's environmental protection officer has not raised concerns regarding noise, it is not considered that the use would contribute to unacceptable levels of noise to the adjacent neighbours and would therefore meet JCS policy 8 (e) (ii).

## **7.3 Living conditions of the neighbouring occupiers**

7.3.1 The JCS at policy 8 (e) (i) states that development should protect amenity by not resulting in an unacceptable impact upon the amenities of future occupiers, neighbouring properties or the wider area, by reason of vibration, light or other pollution, loss of light or overlooking.

7.3.2 At paragraph 127 of the revised NPPF the government requires new development to provide 'a high standard of amenity for all existing and future users.

7.3.3. The public comments do not include amenity objections. There are no external alterations proposed to the building. There will be no unacceptable amenity impact

from vibration, light pollution, loss of light or overlooking and would comply with JCS policy 8 (e) (i).

#### **7.4 Highway safety**

7.4.1 JCS policy 8 (b) (i) gives a number of requirements that new development should achieve with regards to highway, pedestrian and other sustainable transport matters.

7.4.2 JCS policy 8 (b) (ii) seeks to ensure a satisfactory means of access and provision for parking, servicing and manoeuvring in accordance with adopted standards.

7.4.3 The application refers to two support workers at the property and a manager, and visits from social workers and other professionals. The application states that parking would be within the single garage and the one off-road parking space and on the road outside the dwelling. Staff would not necessarily have their own car due to the proximity of bus stops on Bourton Way.

7.4.4 The public comments received raise concerns of whether parking within the small garage is possible, the bus stop is not in use and on-street parking by the site would be close to the junction opposite with Cleeve Way.

7.4.5 The Highways Authority advise that parking accommodation should be provided in accordance with the Northamptonshire Parking Standards and policy 8 (b) (ii) of the JCS. A C2 use requires one car parking space per full time equivalent staff plus one visitor space per three beds.

7.4.5 The applicant has clarified that 2 staff will be present at any time, with a manager also on site at times. The Northamptonshire Parking Standards state that garages are not to be included as parking spaces. Therefore, the parking standards are not met and 2 staff members would need to park on street, as would any visitors. The location of the driveway for the site means that on-street parking near the site would be opposite the junction with Cleeve Way. There are no on-street parking restrictions. The local bus service for the site is the X46, and the nearest route is Wilby Way (A509) but there are no bus stops. It is therefore very unlikely that staff for the site would use bus services to access the site. No parking assessment of the existing parking situation accompanied this application.

7.4.6 Therefore, the staff and visitors of the site would be reliant on the private car, and insufficient off-road parking is provided for the use. The development would be contrary to JCS policies 8 (b) (i) and (ii) and the Northamptonshire Parking Standards.

#### **7.5 Crime and disorder**

7.5.1 Section 17 of the Crime and Disorder Act 1998 details the need for the council to do all that it reasonably can to prevent, crime and disorder in its area.

7.5.2 The JCS at policy 8 (e) (iv) sets out the policy requirement for new development to seek to design out crime and disorder and reduce the fear of crime. The adopted designing out crime supplementary planning guidance gives detailed advice this issue.

7.5.3 The revised NPPF at paragraph 127 (f) state that decisions should aim to ensure that developments create safe, inclusive and accessible environments which promote health and wellbeing with a high standard of amenity for existing and future users and

where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion and resilience.

7.5.4 The public comments have raised concerns that the development would increase the fear of crime in the area, place additional demands on police and put other children at risk.

7.5.5 The police have not made any comment or objection to the proposal. There is no evidence before the case officer that demonstrates that a development of this scale would increase crime, or the fear of crime. The proposed development would comply with JCS policy 8 (e) (iv)

## **8. Other Matters**

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### **8.1 Fire Safety**

8.1.1 The Fire and Rescue service provided the following response to detailed concerns raised by the public comments. Regarding fire service access. Assuming a fire in the premises, access to the property will be via the front door of the premises to tackle any fire within the house. A car on the drive, in the garage or on the path outside will not prevent this. If there is a fire in the rear garden access could still be gained through the property to the garden via the kitchen rear double doors, or via a neighbouring premises external route. In the event of an emergency requiring evacuation of the premises: - if the fire is in the garden there may be no requirement to evacuate the premises. If there is a fire in the house, given the internal layout, evacuation would be via the front door to the premises. For a situation to occur where evacuation is required via the kitchen exit into the garden may presume no fire warning/detection in place and no staff managing the premises, and a severe fire in the lounge preventing persons in the lounge/kitchen leaving the lounge/kitchen via the front door i.e. a fire right in-front of the lounge door. As unlikely as this scenario is, if this situation did occur it may be a plan could be in place for travel from the garden through the garage to the front of the premises. If escape was into the garden this would be deemed "a place of relative safety" as the very rear of the garden would be far enough away from the house.

8.1.2 There is no requirement for any fire warning/detection system to be linked to any Alarm Receiving Centre (ARC) as the objection seems to think. There will be a requirement for some form of warning and detection system, and in line with CLG Guidance and British Standards this might be a very basic system. Even a battery-operated smoke alarm is covered under a British Standard, the appropriateness of the system will be determined by the items the fire safety officer has mentioned as well as the premises Fire Risk Assessment. The resident profile (age, abilities both physical and mental), level of staffing, type of staffing amongst other aspects, will all have a bearing on the category/grade of system within the premises. There will be a requirement for fire doors, however again what those fire doors have on them (the 'furniture') can be dependent on the areas the fire safety officer has mentioned above, specifically the levels of staffing and type of staffing (waking nights or sleeping night staff as an example). The fire safety officer would mention that if this house is a relatively modern build there may already be some form of warning/detection in place as well as basic fire doors. What is required, and any variation to those requirements very much depends on the management of the premises, their risk assessment, procedures and processes.

## **8.2 Neighbour comments in relation to non-material planning matters**

### **8.2.1 Restrictive covenant**

8.2.2 A covenant on a property does not prevent planning permission being granted but may be relevant to its implementation.

### **8.2.3 House prices**

8.2.4 The impact on house prices is a not a material consideration.

### **8.2.5 The development would set a precedent**

8.2.6 Each planning application is determined on its own planning merits.

### **8.2.7 Changes to the property**

8.2.8 No external changes are proposed, and internal changes do not require planning permission.

### **8.2.9 Application form and statement incomplete and inaccurate, and application not made by the owner**

8.2.10 A revised application form was submitted which shows that the applicant is not the owner of the site and that the owner has been notified of the application.

## **8.3 Equality**

8.3.1 The scheme would provide a specialised housing for 1 child only aged 5-18 years, supported by 2 staff members.

## **8.4 Health Impact Assessment**

8.4.1 Paragraph 91 of the NPPF states planning policies and decisions should aim to achieve healthy, inclusive and safe communities and, specifically, criterion (c) of this seeks to enable support healthy lifestyles for example, through the provision of safe and accessible green infrastructure, sport facilities, local shops, access to healthier food, allotments and layouts which encourage walking and cycling. It is considered that the proposal subject to this application will provide inclusive accommodation enable a child to live in the wider community with care and have access to local facilities and open spaces.

## **9. CONCLUSION/PLANNING BALANCE**

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9.1 The Development Plan is silent with regards to this proposal. In accordance with the NPPF, the adverse impacts of the development would need to significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole. The NPPF is a material consideration in the determination of the application and is given significant weight.

9.2 The social benefits of the application are considered limited as the placing authority has not confirmed that they would utilise the home. There would be economic benefits as the use would employ 6 staff on a rota basis. The proposal does not meet the local parking standards required for a C2 use. The proposal would have an adverse impact on the supply of small dwellings in North Northamptonshire, for which there is an evidenced need. The development would have adverse social and environmental impacts.

9.3 Therefore, as the benefits of the development are limited, the adverse impacts of loss of an existing small dwelling to the housing stock and parking provision below the required standard are considered to significantly and demonstrably outweigh the benefits of the proposal. The Guide to Children's Home Standards and the NICE

guidelines are material considerations that weigh against the proposal. In conclusion, the proposal is contrary to policies 1, 8 (b) (i) and (ii) and policy 30 (a) (i) and (ii) of the North Northamptonshire Joint Core Strategy, the Northamptonshire Parking Standards and the NPPF taken as a whole.

## **10. RECOMMENDATION**

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Refuse for the following reasons.

### **11. Reasons for Refusal**

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#### **1. Principle**

The social benefits of the application are considered limited as the placing authority has not confirmed that they would utilise the children's home. The site contains a small three-bedroom dwelling and there is an identified and evidenced need for small dwellings within North Northamptonshire. The proposal has adverse environmental impacts as the parking proposed does not comply with the local standard. The adverse social and environmental impacts are considered to significantly and demonstrably outweigh the economic benefits of the proposal. The proposed development would be contrary to policies 1, 8 (b) (i) and (ii) and 30(a) (i) & (ii) of the North Northamptonshire Joint Core Strategy, the Northamptonshire Parking Standards and the National Planning Policy Framework taken as a whole.

#### **2. Parking**

The staff and visitors of the site would be reliant on the private car, and insufficient off-road parking is provided for the proposed C2 use. The proposed development would be contrary to policy 8 (b) (i) and (ii) of the North Northamptonshire Joint Core Strategy, the Northamptonshire Parking Standards and advice contained within paragraphs 105, 109-110 of the National Planning Policy Framework.

## **12. INFORMATIVE/S**

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1. In accordance with the provisions in the Town and Country Planning (Development Management Procedure) (England) Order 2015 and pursuant to paragraph 38 of the National Planning Policy Framework, where possible and feasible, either through discussions, negotiations or in the consideration and assessment of this application and the accompanying proposals, the council as the local planning authority endeavoured to work with the applicant/developer in a positive and proactive way to ensure that the proposed development is consistent with the relevant provisions in the framework.

2. The following plans/documents form part of this refusal:  
Existing and Proposed Plans and Elevations 12067-200 Rev A (received 21/12/20);  
Applicant Statement (2 pages) (received 22/12/20);  
Planning Statement (2 pages) (received 22/12/20);  
Additional Statement (4 pages) (received 14/4/21);  
Email from Northamptonshire Children's Trust to Empathy Care dated 18/1/21 13:02:37 (received 14/4/21).

3. Link to Policies for Refusals -

<http://www.nnjpu.org.uk/docs/Joint%20Core%20Strategy%202011-2031%20High%20Res%20version%20for%20website.pdf>

**North Northamptonshire Area Planning Committee  
(Wellingborough)  
Thursday 10 June 2021**

<b>Application Reference</b>	<b>NW/21/00159/FUL</b>	
<b>Case Officer</b>	Ms Susan Garbutt	
<b>Location</b>	Adjacent 67 and 69 Local History Society High Street Finedon Wellingborough Northamptonshire NN9 5JN	
<b>Development</b>	Conversion of heritage centre to one bedroom dwelling, demolition of rear extension, erection of a single storey rear extension and installation of rooflights to rear (north) elevation. External alterations.	
<b>Applicant</b>	Mrs Jilly Mann	
<b>Agent</b>	Mr John Bucher	
<b>Ward</b>	Finedon	
<b>Overall Expiry Date</b>	12 April 2021	
<b>Agreed Extension of Time</b>	22 June 2021	
<b>Checked</b>	Designate Principal	Debbie Kirk

**Scheme of Delegation**

This application is brought to committee because it falls outside of the council's scheme of delegation because the parish council objects to the application and officers are recommending approval;

**1. Recommendation**

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- 1.1 That planning permission be **GRANTED** subject to the conditions listed at the end of the report



## **2. The Application Proposal and Background**

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2.1 The application seeks planning permission for the conversion of the heritage centre into a one bedroom dwelling. The existing rear extension is to be demolished and replaced by a single storey rear extension. External alterations are proposed. The application is also accompanied by a concurrent listed building consent application reference NW/21/00160/LBC.

2.2 The application is supported by plans, a Design and Access Statement, Listed Building Appraisal, Planning and Heritage Statement, Structural Engineers Report, Proposed Schedule of Works and Ecological Impact Assessment: Bats.

2.3 Revised plans were sought and received from the agent and these have been consulted upon. The re-consultation ended on 18/5/21.

2.4 The agent submitted a set of revised plans 20/5/21 to ensure all plans are consistent with each other.

2.5 Following the withdrawal of previous planning and listed building consent applications in late 2019, the applicant sought pre-application advice regarding the conversion of the existing building to a one-bedroom dwelling, the erection of a single storey rear extension and installation of rooflights, under reference PRE/21/00103/PREF. Written advice was provided on 20/1/21 and the advice given can be summarised as follows:

2.6 The current lawful use as a heritage centre does not demonstrate that the current use is unviable, that the use is no longer needed by the community, or that the site is not needed for any other community purpose. Further information would be required with a future application to demonstrate that policy 7 (c) of the JCS is met. As off-road parking is not to be provided, you will need to make reference in any planning application as to why, and what on road parking provision is available in the area. The Ecological Impact Assessment: Bats dated September 2020 will need to be submitted with a future application and should inform any lighting and landscaping proposed to the site. Clarification is required regarding the listed building works and whilst those items remain unresolved the Council's built heritage consultant is unable to fully support this iteration of the proposals. A future application will need to amend the plans and provide further details in line with the built heritage comments.

## **3. Site Description and Surroundings**

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3.1 The site is located on the northern side of High Street, Finedon. The site abuts the High Street to the south, number 69 to the west (a Grade II listed building), the grounds of Finedon infant school are to the north and east. The site itself contains a single storey stone building formerly a Quaker Meeting House. It has a porch to the front (south) and small rear lean-to projection to the rear (north) containing a kitchen/toilet. The building adjoins the outbuilding of number 69 to the west. The ground level of the building is elevated from the High Street. The site has high ironstone walls to the front and side (south and west), with pedestrian access from High Street. The site also includes a small stone outbuilding. Within the site to the east of the building is a burial ground associated with the former use of the site as a Quaker Meeting House.

3.2 The building is listed Grade II as 'John Drage Chapel of Rest and attached walls' (listed 9/6/70, amended 12/3/86).

3.3 The list description is as follows: "FINEDON HIGH STREET SP9172 (North side) 6/29 John Drage Chapel of Rest and 09/06/70 attached walls (Formally listed as Private Chapel of G. Robinson Undertaker (formerly Friends' Meeting House)) GV II Friends meeting house, now chapel of rest Datestone 16.1W.99 but mainly of late C18 and C19. Squared coursed ironstone with slate roof. Originally probably single-unit chapel. Single-storey, 2-window range of C19 casements under shallow arch heads. C19 gabled porch between window range has C20 doors with glazing above. Stone stacks at ends. Interior not inspected. Single storey outbuilding attached to left has datestone. Wall attached to left of chapel is linked by iron gates to similar wall enclosing former burial ground. Tile and brick copings to wail and ashlar copings to gate piers."

3.4 The site lies adjacent to the listed building 67-69 High Street, Finedon (Grade II). The site is at high risk of groundwater flooding.

#### 4. Relevant Planning History

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4.1 List of all previous planning applications as follows:

NW/21/00160/LBC	Determination pending. Listed Building Consent for the conversion of heritage centre to one bedroom dwelling, demolition of rear extension, erection of a single storey rear extension and installation of rooflights to rear (north) elevation. Internal and external works including replacement first floor, partial rebuild of part of front elevation, creation of new doorway in existing rear wall, reinstatement of existing panelling at ground and first floor and proposed structural works associated to roof strengthening.	
WU/1953/0010	Approved with conditions Temporary shed for storage of timber	11.03.1953
WP/1996/0518	Approved Replacement of existing window	29.01.1997
BW/1982/0350	Approved Demolition of brick built boundary wall and erection of 1m high stone faced planting box/wall	12.08.1982
BW/1980/1055	Approved Erection of 1.8m high close boarded fencing to front boundary	01.12.1980
WU/1972/0115	Approved Form main entrance hall and build utility room	
WP/2005/0738	Approved with conditions Installation of gate (hardwood).	16.12.2005
WP/2004/0062	Approved with conditions Replacement of window	30.03.2004
WP/2001/0099	Approved	23.05.2001

WU/1962/0158	Internal and external alterations. Change of use to Heritage Centre. (Amended Plan) Approved	05.12.1962
WP/1994/0470	Change of use to chapel of rest Approved	22.12.1994
WP/1996/0430	To replace steps and 2 front elevation windows in the same material as present. Re-decorate porch doors and fix the roof leak Refused	
WP/1996/0506	Change of use to single dwelling Refused	02.04.1997
WP/19/00579/FUL	Alteration to chapel of rests to allow for use as a single dwelling Withdrawn	07.11/2019
WP/19/00580/LBC	Change of use of the former Quaker meeting house to form a two bedroom dwelling house. Existing rear single storey kitchen and cloak room will be demolished and replaced with new single storey extension forming new kitchen area with ground floor cloaks. Existing upper floor together with staircase to be removed and replaced with a new floor construction to accommodate two bedrooms with separate bathroom. New roof windows are proposed to the rear elevation only to provide natural light to both bedrooms and new bathroom. WITHDRAWN Withdrawn	07.11.2019
WP/2000/0391	Listed Building Consent for the change of use of the former Quaker meeting house to form a two bedroom dwelling house. Existing rear single storey kitchen and cloak room will be demolished and replaced with new single storey extension forming new kitchen area with ground floor cloaks. Existing upper floor together with staircase to be removed and replaced with a new floor construction to accommodate two bedrooms with separate bathroom. New roof windows are proposed to the rear elevation only to provide natural light to both bedrooms and new bathroom Approved	08.11.2000
WP/2000/0392	Change of use to residential Approved	08.11.2000
WP/2001/0098	Alterations to allow change of use to residential Approved	23.05.2001
WP/20/00080/FUL	Change of use to Heritage Centre and alterations Withdrawn	

WP/20/00081/LBC

Conversion of the former Quaker Meeting House into a 2 no. bedroom dwelling house with single storey rear extension (Re-submission)  
Withdrawn  
Listed Building Consent for the conversion of the former Quaker Meeting House into a 2 no. bedroom dwelling house with single storey rear extension

## **5. Consultation Responses**

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A full copy of all comments received can be found on the Council's Website <https://www.wellingborough.gov.uk/viewplanningapplications>

### **5.1 Finedon Town Council**

(Mar 21) Objection on the grounds of 1. Inappropriate use of the listed building, 2. The ground surrounding the property is a graveyard, 3. The property is next to a school on a blind bend without any off-street parking.

### **5.2 Neighbours/Responses to publicity**

1 letter of objection received from an occupier of a property in the vicinity of the site on the High Street. The objection can be summarised as raising the following issues 1. Visibility would be worsened by on-street parking by the site, 2. Consider the study to be a second bedroom and so possibly more cars, 3. Concern about the narrow gap between the rear extension and the listed barn wall which would attract debris and not allow room for maintenance of the wall.

### **5.3 Local highway Authority (LHA)**

(Feb 21) Subject to your members satisfying themselves that the parking arrangements made to serve the development will provide sufficiently safe and convenient accommodation to comply with policy 8 (b) (ii) of the JCS the Local Highway Authority does not intend to raise an objection to the application on highway safety or capacity grounds. The proposal makes no provision for off street parking accommodation. Unless otherwise agreed, parking accommodation should be provided in accordance with the Northamptonshire Parking Standards and satisfy policy 8 (b) (ii) of the JCS.

(May 21) See previous response.

### **5.4 Environmental Protection Officer**

(Mar 21) No comments to make.

(May 21) No further comments.

### **5.5 NNC Ecology**

(Mar 21) The bat survey has confirmed that the roof of the entrance porch is a low-level bat roost and that the works can proceed under a licence. Condition recommended.

### **5.6 NNC Archaeology**

(Mar 21) The proposed application will have a detrimental impact upon any archaeological deposits present. These do not however represent over-riding constraints on the development provided that adequate provision is made for the

investigation and recording of any remains that are affected. Condition recommended.  
(May 21) No further comments.

#### **5.7 Built Heritage Consultant**

(Mar 21) Unopposed to the proposal subject to conditions.

#### **5.8 Northamptonshire Police**

(May 21) No objection. Recommendation for standards of replacement doors and windows

### **6. Relevant Planning Policies and Considerations**

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#### **6.1 Statutory Duty**

Planning law requires that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise.

#### **6.2 National Policy**

National Planning Policy Framework (NPPF) (2019)

National Planning Practice Guidance (NPPG)

National Design Guide (NDG) (2019)

#### **6.3 North Northamptonshire Joint Core Strategy – Part 1 of the local plan (JCS)**

Policies:

- 1 (presumption in favour of sustainable development)
- 2 (historic environment)
- 4 (biodiversity and geodiversity)
- 5 (water environment, resources and flood risk management)
- 6 (development on brownfield land and land affected by contamination)
- 7 (community services and facilities)
- 8 (North Northamptonshire place shaping principles)
- 9 (sustainable buildings and allowable solutions)
- 11 (network of urban and rural areas)
- 28 (housing requirements)
- 29 (distribution of new homes)
- 30 (housing mix and tenure)

#### **6.4 Plan for the Borough of Wellingborough – Part 2 of the local plan (PBW)**

Policy

SS1 (villages)

#### **6.5 Neighbourhood plans:**

None relevant

#### **6.6 Other Relevant Documents:**

Biodiversity SPD

Planning Out Crime in Northamptonshire SPD

Residential Extensions: a guide to good design SPG

Northamptonshire Parking Standards SPD

## 7. Evaluation

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The proposal raises the following main issues:

- principle of development and material considerations;
- design, layout and the effect on the character and appearance of the surrounding area;
- heritage assets;
- archaeology;
- flood risk and surface water drainage;
- noise:
  - air quality;
  - biodiversity;
- living conditions of future occupiers (compliance with national space standard, national accessibility standards);
- living conditions of the neighbouring occupiers;
- housing mix;
- effect/impact on highway safety in relation to the proposed access arrangement and parking provision;
- contamination;
- crime and disorder;

**7.1 Principle of Development and material considerations** - Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that *“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts, the determination must be made in accordance with the development plan unless material considerations indicate otherwise.”*

7.1.1. Policy 1 of the JCS is clear that when considering development proposals, the local planning authority will take a positive approach that reflects the presumption in favour of sustainable development as set out within the revised NPPF.

7.1.2 In addition to the specific NPPF requirements set out above, paragraph 128 states that 'applicants will be expected to work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably'. The applicant has undertaken pre-application discussions with the Local Planning Authority, as detailed above.

7.1.3 Policy 11 (2) (a) of the JCS identifies that in the rural area development will be limited to that required to support a prosperous rural economy or to meet a locally arising need. Policy SS1 of the PBW defines the village boundaries in the Borough. The site is within the defined town boundary of Finedon. Within the PBW Rural Settlement Hierarchy, Finedon is a town that is able to accommodate some small-scale infill development under policy 11 (2) (b) of the JCS.

7.1.4 Public comments have raised that the proposed use of the site is inappropriate for the listed building.

7.1.5 The site contains a heritage centre (formerly the Quaker meeting house) which could be considered to be a community use. The applicant was advised at the pre-application stage to address policy 7(c) of the JCS. Policy 7 (c) of the JCS states that development should support and enhance community facilities where appropriate, by

safeguarding existing facilities unless it can be demonstrated that:

- (i) they are no longer viable; and
- (ii) no longer needed by the community they serve; and
- (iii) are not needed for any other community use or that the facility is being relocated and improved to meet the needs of the new and existing community.

7.1.6 The submitted Planning Statement (Feb 21) states that the heritage centre was not a museum (although the Statement says that rates were paid as a museum). The Statement considers that the site does not have a community use. The JCS does not refer to a museum being a community use, and the building is not registered as an asset of community value. The Statement considers that all criteria are satisfied because the Local History Society still meet in the village (The Mission Room, Well Street).

7.1.7 The planning history is a material consideration. The building had consent for a change of use to a dwelling in 2000, but this was not implemented and has lapsed. Therefore, little weight can be given to that approval. Recent planning and listed building applications in 2019 and 2020 for conversion to a dwelling were withdrawn and so no weight can be given to them.

7.1.8 The NPPF is also a material consideration. The NPPF states that in determining applications, the local planning authority should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation (paragraph 192).

7.1.9 Permitted development rights are not relevant to this application, as a fallback position, as the building is listed it does not benefit from permitted development rights.

7.1.10 Overall, it is considered that the applicant has demonstrated that the site does not have a community use, and there is no evidence that the site is required for community use. The re-use of the building for residential purposes is appropriate in principle, subject to all other policy requirements being met, and material considerations.

## **7.2 Design, layout and the effect on the character and appearance of the surrounding area**

7.2.1 JCS at policy 8 (d) (i) and (ii) describes the principles that proposed development must take into account with regards to its effect on the character and appearance of an area.

7.2.2 The government at paragraph 127 (a) – (d) of the revised NPPF attach great importance to the design of built development. It goes on to advise that planning decisions should ensure that development will function well and add quality of the overall area; not just for the short term but over the life time of a development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the built environment and landscape setting, while not discouraging appropriate innovation and change; establish or maintain a strong sense of place, using the arrangements of streets, space, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.

7.2.3 The National Design Guide, illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools.

7.2.4 Revised plans were submitted to address the concerns raised by the public comments. The revised plan (535-31G) shows that the rear extension will now incorporate the existing small brick building that adjoins the listed stone barn. There will be no gap that could collect debris.

7.2.5 The proposal includes external and internal alterations to the building, a new rear extension and a retaining wall. The extension is proposed to be reclaimed brick with a zinc sheeting roof with standing seams. The pitched roof design proposed to the extension is appropriate to the building and supported by the council's built heritage consultant. Full details of materials can be secured by condition. No details of proposed external lighting to the site or proposed landscaping and boundary treatment have been submitted, however, these can be secured by condition.

7.2.6 Subject to conditions in relation to details of external lighting, boundary treatments and landscaping, the design is considered to meet JCS policy 8 (d) (i) and (ii).

### **7.3 Sustainability**

7.3.1 Policy 9 of the JCS is clear that development should incorporate measures to ensure high standards of resource and energy efficiency and reduction in carbon emissions. All residential development should incorporate measures to limit use to no more than 105 litres/person/day and external water use of no more than 5 litres/person/day or alternative national standard applying to areas of water stress. To ensure compliance with this policy, a planning condition is recommended.

### **7.4 Effect on heritage assets**

7.4.1 The Council is required by section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses.

7.4.2 The JCS at policy 2 states that proposals should conserve and where possible enhance the heritage significance and setting of an asset and complement their surroundings through form, scale, design and materials.

7.4.3 The NPPF is a material consideration. Paragraph 195 sets out its guidance where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset. Paragraph 196 advises on development proposals which will lead to less than substantial harm to the significance of a designated heritage asset. The paragraph goes on to say that the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Paragraph 192 states that in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

7.4.4 The site contains a Grade II listed building and stone boundary walls and is adjacent to the Grade II listed cottage number 67 and its associated barn. The application is supported by a Listed Building Appraisal, dating the original building to 1690. The present building includes the gable ends of that original building (and possibly the rear wall) and stands on its footprint. Internally the building has timber panelling. The site has a burial ground to the east dating from 1704. The site includes a small stone outbuilding. The building is considered to be the earliest surviving nonconformist chapel in Northamptonshire and is typical example of a Quaker meeting house.

7.4.5 The council's built heritage consultant advises that the revised proposal is acceptable, subject to conditions to secure a Written Scheme of Investigation, historic building recording, method statement for timber panelling, method statement for down-taking and reconstruction of masonry, schedule of all external finish materials, window and door details, schedule of internal materials and a condition to secure black painted or powder-coated metal and rainwater goods. Some of the above conditions are appropriate to be attached to the listed building consent only.

7.4.6 Subject to the imposition of the suggested conditions, the proposal will sustain the significance of the listed building and put the building to viable use, in accordance with JCS policy 2 (a) and (b) and advice contained within the NPPF in relation to heritage assets.

## **7.5 Archaeology**

7.5.1 JCS policy 2 (d) requires that where proposals would result in the unavoidable and justifiable loss of archaeological remains, provision should be made for recording and the production of a suitable archive and report.

7.5.2 With regards the revised NPPF, section 16 sets out government advice on conserving and enhancing the historic environment and in particular paragraph 189 advises that, where appropriate, when determining an application which could affect a heritage asset with archaeological interest the council should, where appropriate, require developers to submit a field evaluation.

7.5.3 NNC Archaeologist advises that the application site lies in the western half of the modern settlement but was historically on the eastern edge of the village.

Documentary evidence referred to in the Listed Building Appraisal indicates that the Quakers built their meeting house in 1690; it was subsequently altered internally and externally but elements of the 17th century fabric survive, including the two gable end walls. The significance of the building lies in its place in the religious and social history of the village and the county as well as its historic fabric. The applicant has provided a report on the building which meets some but not all of the normal requirements for building recording in NNC historic records. Revisions will be needed for it to be suitable for inclusion in NNC Historic Environment Record. Provision should also be made for monitoring during works as further early elements of the building may be revealed by the works.

7.5.4 The land to the east of the building was formerly used as the Quaker burial ground. While the proposed extension is to the rear and this area has already had some alterations, it is worth noting that the works to the front in 2000 were subject to archaeological monitoring and disarticulated human remains were found. On this basis it would be advisable to secure a programme of works for the extension groundworks in case further such remains are present.

7.5.5 The proposed application will have a detrimental impact upon any archaeological deposits present. These do not however represent over-riding constraints on the development provided that adequate provision is made for the investigation and recording of any remains that are affected. A condition is recommended to secure an archaeological programme of works as per NPPF paragraph 199.

7.5.6 Therefore, subject to conditions to secure building recording and an archaeological programme of works, the proposal will meet JCS policy 2 (d) and NPPF paragraph 199.

## **7.6 Flood risk and drainage**

7.6.1 The JCS at policy 5 sets out a raft of sub policies aimed at preventing or reducing flood risk.

7.6.2 The revised NPPF at chapter 14 sets out government views on how the planning system should take into account the risks caused by flooding. The planning practice guidance under the chapter titled 'flood risk and climate change' gives detailed advice on how planning can take account of the risks associated with flooding in the application process.

7.6.3 The site is within an area of high groundwater flood risk. The building itself is an existing building and on raised ground, above the road level. The flood risk will not be increased by the proposal and JCS policy 5 is met.

## **7.7 Noise**

7.7.1 To ensure quality of life and safer and healthier communities the JCS at policy 8 (e) (ii) states that new development should be prevented from contributing to or being adversely affected by unacceptable levels of noise.

Chapter 15 of the revised NPPF gives advice on how local planning authorities should prevent new development from being adversely affected by unacceptable levels of noise pollution. The NPPF further advises that decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development.

7.7.2 The applicant was advised at pre-application stage that a scheme for achieving the noise levels outlined in BS8233:2014 for the new residential unit would be required. The submitted planning statement states that this would be onerous given the existence of the stone boundary walls and could harm the fabric of the listed building. Also, that the existing lawful use of the building as a museum would have a greater amenity impact than the proposed use.

7.7.3 The council's environmental protection officer has not objected to the proposal and no conditions are recommended. The proposal would comply with JCS policy 8 (e) (ii) in relation to noise.

## **7.8 Air quality**

7.8.1 The JCS at policy 8 amongst other things, requires development not to result in an unacceptable impact on neighbours by reason of pollution.

7.8.2 To ensure quality of life and safer and healthier communities the JCS at policy 8 (e) (i) requires development not to have an unacceptable impact on amenities by

reason of pollution, whilst 8 (e) (ii) goes further by stating that both new and existing development should be prevented from contributing to or being adversely affected by unacceptable levels of air pollution.

7.8.3 Chapter 15 of the revised NPPF offers broad advice on how local planning authorities should prevent both existing and new development from being adversely affected by unacceptable levels of air pollution.

7.8.4 The PPG at paragraph 001 of the air quality section dated 6 March 2014 states that 'It is important that the potential impact of new development on air quality is taken into account in planning where the national assessment indicates that relevant limits have been exceeded or are near the limit'. The guidance goes on to explain the implications for local authorities if national objectives are not met which this will include measures in pursuit of the objectives which could have implications for planning. The PPG at paragraph 009 demonstrates how considerations about air quality fit into the development management process.

7.8.5 The East Midlands region is looking to minimise the cumulative impact on local air quality that ongoing development has rather than looking at significance.

7.8.6 As the proposed development includes the provision for vehicle parking. A key theme of the revised NPPF is that developments should enable future occupiers to make "green" vehicle choices and paragraph 110 (e) "incorporate facilities for charging plug-in and other ultra-low emission vehicles". Policy 15 (c) of the JCS seeks for the design of development to give priority to sustainable means of transport including measures to contribute towards meeting the modal shift targets in the Northamptonshire Transportation Plan.

7.8.7 An Informative should be added to any permission seeking any gas fired boilers to meet a minimum standard of 40 mgNO<sub>x</sub>/Kwh. As the site has no off-road parking, it is not possible to secure electric vehicle charging points.

## **7.9 Biodiversity**

7.9.1 Paragraph 40 of the Natural Environment and Rural Communities Act, under the heading of 'duty to conserve biodiversity' states "every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity."

7.9.2 The JCS at policy 4 - biodiversity and geodiversity, sets out policy requirements for the protection and where possible, a net gain in biodiversity.

7.9.3 The revised NPPF at chapter 15 'conserving and enhancing the natural environment' sets out government views on minimising the impacts on biodiversity, providing net gains where possible and contributing to halt the overall decline in biodiversity.

7.9.4 The application is supported by an Ecological Impact Assessment: Bats dated September 2020. The assessment concludes that there is evidence of a single roosting common pipistrelle bat on the porch, and that the 3 structures (the main building, outbuilding and boundary wall) all have moderate potential to support bats due to a number of suitable external features. The assessment recommends that a

mitigation licence is required and that lighting levels should be minimised along the boundary tree lines and in general on the site.

7.9.5 NNC Ecologist states that a condition is required to secure the licence prior to commencement of the works. In addition, enhanced roosting opportunities should also be conditioned in particular if the existing roost cannot be retained or replicated in the new structure. The proposed extension might be an opportunity to include integrated nest bricks which can be inserted into the building fabric and does not need ongoing maintenance. Appropriate mitigation options should be agreed with the ecologists, who have set out some recommendations in Appendix 3 to the bat survey report.

7.9.6 With the two proposed conditions set out above, the proposal will satisfy JCS policy 4 and advice contained within the NPPF in relation to biodiversity/protected species.

### **7.10 Housing mix**

7.10.1 Policy 30 (a) (i) of the JCS seeks to the mix of house types within developments to reflect the need to accommodate smaller house households with an emphasis on the provision on small and medium sized dwellings (1 to 3 bedroom) include where appropriate dwellings designed for older people.

7.10.2 Policy 30 (a) (ii) of the JCS seeks to ensure there would not be an overconcentration of a single type of housing where this would adversely affect the character or infrastructure of the area.

7.10.3 The proposed dwelling will be a small unit and will meet an identified need for smaller units the area. The proposed development would comply with policy 30 (a) (i) and (ii) of the JCS.

### **7.11 National Space Standards**

7.11.1 The JCS at Policy 30 (b) requires the internal floor area of new dwellings to meet the National Space Standards as a minimum.

7.11.2 The public comments query the size of the dwelling. The proposed floor plans do not show the rooms sizes. The submitted plans show a 1 bed (2 person) home with study and meet the required 58 square metre size with 1.5 square metres of built in storage. The bedroom meets the size and width standard for a double bedroom. The study is approximately 3.5 metres by 3.5 metres and would thus meet the required size of a double bedroom (11.5 square metres). The dwelling would therefore meet the necessary 79square metre size for a 2-bedroom 4 person dwelling (if a further 0.5 square metre of built in storage were to be provided). The proposed development would comply with policy 30 (b) of the JCS.

### **7.12 National Accessibility Standards**

7.12.1 Policy 30 (c) seeks new dwellings to meet category 2 of the National Accessibility Standards as a minimum. A condition is recommended to ensure that the dwelling meets category 2 of the National Accessibility Standards.

7.12.2 Subject to a condition requiring the dwelling to meet category 2 of the NAS the submitted plans are considered to comply with JCS policy 30 (c).

### **7.13 Living conditions of the neighbouring occupiers**

7.13.1 The JCS at policy 8(e)(i) states that quality of life will be ensured by development not resulting in an unacceptable impact on the amenities of future occupiers, neighbouring properties or the wider area, by reason of noise, vibration, smell, light or other pollution, loss of light or overlooking.

7.13.2 At paragraph 127 of the revised NPPF, the government requires new development to provide 'a high standard of amenity for all existing and future users'.

7.13.3 No comments have been received which raise amenity concerns.

7.13.4 The only new openings proposed are within the extension and face into the garden of the site. The new rooflights to the extension and to the first-floor bedroom and all high level and will not allow overlooking.

7.13.4 The proposed development will not result in an unacceptable impact upon future occupiers, neighbouring occupiers or the wider area and accords with JCS policy 8 (e) (i).

### **7.14 Highway safety**

7.14.1 JCS policy 8 (b) (i) gives a number of requirements that new development should achieve with regards to highway, pedestrian and other sustainable transport matters.

7.14.2 JCS policy 8 (b) (ii) seeks to ensure a satisfactory means of access and provision for parking, servicing and manoeuvring in accordance with adopted standards.

7.14.3 The applicant was advised at pre-application stage of the Northamptonshire Parking Standards. A one bed dwelling should provide 1 off-road car parking space and 1 secure covered cycle parking space per bedroom.

7.14.4 Public comments have raised concerns that off-road parking in this location would be on a blind bend adjacent to the school and would impact visibility.

7.14.5 The proposed dwelling would have no off-road parking as the site has tall listed stone boundary walls to the High Street. To remove the stone boundary wall would be detrimental to the character of the street scene and harm the listed structure. To enable parking, the burial ground would need to be significantly altered.

7.14.6 Northamptonshire Highways advise that subject to members satisfying themselves that the parking arrangements made to serve the development will provide sufficiently safe and convenient accommodation to comply with policy 8 (b) (ii) of the JCS, they do not intend to raise an objection to the application on highway safety or capacity grounds.

7.14.7 At the site visit, it was noted that that there are no parking restrictions on this section of High Street, but there are restrictions outside the adjacent school. In this instance, the existing use of the building would have parking implications, and that use would likely create similar or greater parking need than the proposed use. Also, the site is close to the centre of the village, which could reduce the need for a car. The creation of parking on the site would be detrimental to character and significance as a

heritage asset. On balance, although there is conflict with JCS policy 8 (b) (ii) it is considered that the lack of off-road parking is acceptable in this instance.

### **7.15 Contamination**

7.15.1. The JCS at policy 6 says that local planning authorities will seek to maximise the delivery of development through the re-use of suitable previously developed land within the urban areas. Where development is intended on a site known or suspected of being contaminated a remediation strategy will be required to manage the contamination. The policy goes on to inform that planning permission will be granted where it can be established that the site can safely and viably be developed with no significant impact on either future users of the development or on ground surface and waters.

7.15.2 The revised NPPF at paragraphs 178 and 179 sets out policies on development involving contaminated land. The planning practice guidance also offers detailed government advice on this topic.

7.15.3 The council's Environmental Protection Officer has not raised any concerns regarding contamination. Policy 6 of the JCS is considered to be satisfied.

### **7.16 Crime and disorder**

7.16.1 Section 17 of the Crime and Disorder Act 1998 details the need for the council to do all that it reasonably can to prevent, crime and disorder in its area.

7.16.2 The JCS at policy 8 (e) (iv) sets out the policy requirement for new development to seek to design out crime and disorder and reduce the fear of crime.

7.16.3 The adopted designing out crime supplementary planning guidance gives detailed advice this issue.

7.16.4 The revised NPPF at paragraph 127 (f) state that decisions should aim to ensure that developments create safe, inclusive and accessible environments which promote health and wellbeing with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion and resilience.

7.16.5 Northamptonshire Police state that all replacement doors and windows in a domestic dwelling should meet the requirements of Approved Document Q of Building Regulations. Northamptonshire Police recommend the use of 3<sup>rd</sup> party accredited products. This can be added as an informative on the decision.

## **8. Other Matters**

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### **8.1 Equality**

8.1.1 The scheme provided a small sized dwelling which would meet the needs of a young or elderly person in Finedon and meets the national space standards.

### **8.2 Health Impact Assessment**

8.2.1 Paragraph 91 of the NPPF states planning policies and decisions should aim to achieve healthy, inclusive and safe communities and, specifically, criterion c) of this seeks to enable support healthy lifestyles for example, through the provision of safe and accessible green infrastructure, sport facilities, local shops, access to healthier food, allotments and layouts which encourage walking and cycling. It is considered

that the proposal subject to this application will provide housing which is within walking distance of local shops, sports facilities and open spaces.

## **9. CONCLUSION/PLANNING BALANCE**

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9.1 The proposed development is acceptable in principle and complies with the all but one of the relevant development plan policies and is consistent with the provisions in the revised NPPF specifically in relation to achieving sustainable development, achieving well-designed places, making effective use of land and conserving and enhancing the historic and natural environment. The development does not comply with the Northamptonshire Parking Standards or policy 8(b) (ii) of the JCS as no off-road parking is provided. However, material considerations set out in this report outweigh the policy conflict in this instance. The development will secure the re-use of a designated heritage asset. It is recommended that the proposal be approved subject to conditions as set out below.

## **10. RECOMMENDATION**

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Planning permission be **GRANTED** subject to the conditions below.

## **11. Conditions**

---

1. The development shall be begun not later than the expiration of three years beginning with the date of this permission.

Reason: To prevent the accumulation of planning permissions; to enable the local planning authority to review the suitability of the development in the light of altered circumstances; and to conform with the requirements 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 also be carried out in accordance with the following unless otherwise required by conditions attached to this permission.

Site Location, Block Plan, South-West Elevation and Upper Roof Plan as Existing 535-9 received 20/5/21

Site Location, Block Plan and South-West Elevation Existing/Proposed 535-19-D received 20/5/21

Proposed Floor Plans Demolition Works 535-13A received 20/5/21

Proposed Elevations Demolition Works 535-14A received 20/5/21

Proposed Ground, First and Lower Roof Plans 535-30-G received 20/5/21

Proposed General Details 535-32-D received 20/5/21

Internal Elevations 535-33 received 20/5/21

Proposed Elevations and Sections 535-31G received 20/5/21

Foundations General Arrangement and Details 19125S/F01-P2 received 20/5/21

Existing Roof Arrangement and section 19125S/S01-P1 received 20/5/21

First Floor and Roof Level General Arrangement and Details 19125S/S02-P3 received 20/5/21

Ecological Impact Assessment: Bats, Former Quaker House, High Street, Finedon (Greenwillows Associated Ltd, September 2020, Ref: 20200911\_001) received 15/2/21

Visual Structural Inspection, Former Quaker Meeting House, High Street, Finedon (SEA Structural Engineers, 14/1/20) received 15/2/21

Reason: To define the permission and to conform with the requirements of The Town and Country Planning (General Development Procedure) (Amendment No. 3) (England) Order 2009.

3. No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.

This written scheme will include the following components, completion of each of which will trigger the phased discharging of the condition:

- (i) fieldwork in accordance with the agreed written scheme of investigation;
- (ii) post-excavation assessment (to be submitted within six months of the completion of fieldwork, unless otherwise agreed in advance with the Planning Authority);
- (iii) completion of post-excavation analysis, preparation of site archive ready for deposition at a store (Northamptonshire ARC) approved by the Planning Authority, completion of an archive report, and submission of a publication report to be completed within two years of the completion of fieldwork, unless otherwise agreed in advance with the Planning Authority.

Reason: To ensure that features of archaeological interest are properly examined and recorded and the results made available, in accordance with the emerging North Northamptonshire Joint Core Strategy policy 2(d) and the NPPF at paragraph 199.

4. Prior to the commencement of any works, and of building recording, a Written Scheme of Investigation (WSI) shall be submitted to and approved by the Local Planning Authority.

Reason: To ensure that affected heritage assets are adequately recorded in accordance with policy 2 (d) of the North Northamptonshire Joint Core Strategy.

5. No demolition or conversion can commence until a programme of historic building recording commensurate with Historic England Level 1/2/3/4 as set out in Understanding Historic Buildings, Historic England (2016), has been secured and undertaken in accordance with a written scheme of investigation which has been submitted by the applicant, and approved by the Local Planning Authority. A bound hard copy and digital copy of the recording report will be deposited with the County Historic Environment Record prior to the occupation of the development, or within three months of the recording survey being completed, whichever is the sooner. Project details and a digital copy of the report will be uploaded to the Archaeology Data Service OASIS website by the contractor.

Reason: To ensure that affected heritage assets are adequately recorded in accordance with policy 2 (d) of the North Northamptonshire Joint Core Strategy.

6. Prior to commencement of works, a schedule of all external finish materials, including the proposed brick (to be laid as specified in Flemish bond), proposed lime mortar, stone, roofing materials which are to be retained and reused with matching natural slate to make up any difference, ridge tiles and chimney pots shall be submitted to and approved in writing by the local planning authority. Works shall be implemented in accordance with the approved materials and details specified and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policies 2 (a) and 8 (d) (i) of the North Northamptonshire Joint Core Strategy.

7. The following works; works to the front elevation, porch or roof shall not in any circumstances commence unless the local planning authority has been provided with either:

a) A licence issued by Natural England pursuant to Regulation 55 of The Conservation of Habitats and

Species Regulations 2017 authorising the specified activity/development to go ahead; or

b) Written confirmation from Natural England that the application site has been registered with the

Bat Low Impact Class Licence scheme; or

c) A statement in writing from a suitably qualified ecologist to the effect that they do not consider that the specified activity/development will require a licence.

Reason: To ensure that the development does not cause harm to any protected species or their habitats and to maintain and enhance local biodiversity and ecology in accordance with policy 4 (a) (ii) and (iii) of the North Northamptonshire Joint Core Strategy.

8. Full details of enhanced roosting measures to be implemented on the site shall be submitted to and approved in writing by the Local Planning Authority prior to construction of the extension above slab level. The measures shall be informed by the mitigation and compensation recommendations set out in Section 9.0 and Appendix 3 of the Ecological Impact Assessment: Bats, Former Quaker House, High Street, Finedon, NN9 5HU (Greenwillows Associates Ltd, September 2020). The measures shall be implemented in accordance with the approved details prior to first occupation of the dwelling.

Reason: To maintain and enhance local biodiversity and ecology in accordance with policy 4 (a) (ii) and (iii) of the North Northamptonshire Joint Core Strategy.

9. Prior to installation, a schedule of drawings that show details of all proposed windows, including conservation rooflights, and doors, in section and elevation at scales between 1:20 and 1:1 as appropriate, showing details of framing, grazing bars, cills, and ironmongery, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be implemented in accordance with the approved details and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policy 2 (a) of the North Northamptonshire Joint Core Strategy.

10. Prior to first occupation of the dwelling hereby permitted, an external lighting plan shall be submitted to and approved in writing by the local planning authority. If any lighting is required within the vicinity of existing or newly created bat features, it shall be low level, with baffles to direct the light away from the features, thus preventing severance of bat commuting and foraging routes. The development shall thereafter be carried out in accordance with the approved details prior to the first occupation of the development and shall be subsequently retained in that form thereafter.

Reason: To ensure the protected species is adequately protected and in accordance with policy 4 (a) (iii) of the North Northamptonshire Joint Core Strategy.

11. Prior to first occupation of the dwelling hereby permitted full details of both hard and soft landscape works shall have been submitted to and approved in writing by the local planning authority. These details shall include existing and proposed finished levels or contours; means of enclosure/boundary treatment; areas of hard surfacing materials; retained historic landscape features and proposals for restoration, where relevant. Soft landscape works shall include planting plans at a minimum scale of 1:200 with schedules of plants noting species, plant supply sizes and proposed densities. The development shall be carried out in accordance with the approved details. If within a period of 2 from the date of the planting of any tree or shrub, that tree or shrub, or any tree and shrub planted in replacement for it, is removed, uprooted or destroyed, dies, becomes severely damaged or diseased, shall be replaced in the next planting season with trees and shrubs of equivalent size, species and quantity. The approved scheme shall be implemented so that planting is carried out no later than the first planting season following the occupation of the dwelling.

Reason: To protect the external character and appearance of the area and to preserve the character and special interest of the listed building in accordance with policies 2 (a) and 8 (d) (i) and (ii) of the North Northamptonshire Joint Core Strategy.

12. Notwithstanding the provisions of Classes E and F of Part 1 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking or re-enacting or amending that order) no building or structure or hard surface shall be erected or placed within the curtilage of the dwelling hereby permitted without the prior planning permission of the Local Planning Authority.

Reason: To enable the Local Planning Authority to retain planning control over the development of this site and the burial ground in order to safeguard the character and special interest of the setting of the listed building in accordance with policies 2 (a) and 8 (d) (i) and (ii) of the North Northamptonshire Joint Core Strategy.

13. Rainwater goods shall be black painted or powder-coated metal and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policy 2 (a) of the North Northamptonshire Joint Core Strategy.

The dwelling hereby approved shall incorporate measures to limit water use to no more than 105 litres per person per day within the home and external water use of no more than 5 litres per day in accordance with the optional standard 36 (2b) of Approved Document G of the Building Regulations (2015).

Reason: To ensure that the development complies with policy 9 of the North Northamptonshire Joint Core Strategy.

## **12. INFORMATIVE/S:**

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1. In accordance with the provisions in the Town and Country Planning (Development Management Procedure) (England) Order 2015 and pursuant to

paragraph 38 of the National Planning Policy Framework, where possible and feasible, either through discussions, negotiations or in the consideration and assessment of this application and the accompanying proposals, the council as the local planning authority endeavoured to work with the applicant/developer in a positive and proactive way to ensure that the approved development is consistent with the relevant provisions in the framework.

2. Northamptonshire Police recommend all replacement doors and windows in domestic dwelling should meet the requirements of Approved Document Q of Building Regulations. Northamptonshire Police recommend the use of 3rd party accredited products.

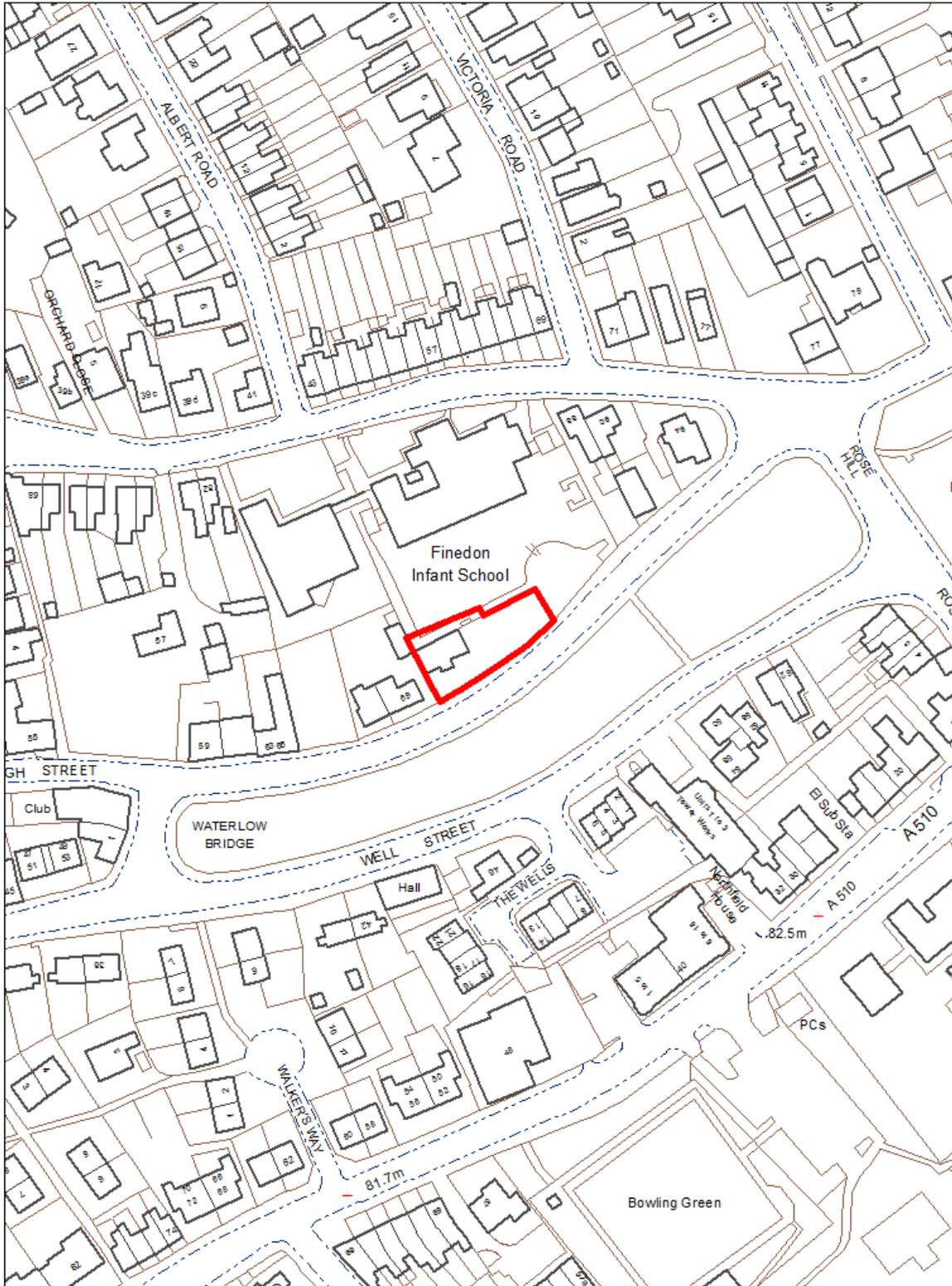
3. All gas fired boilers should meet a minimum standard of 40 mgNO<sub>x</sub>/Kwh.

**North Northamptonshire Area Planning Committee  
(Wellingborough)  
Thursday 10 June 2021**

<b>Application Reference</b>	<b>NW/21/00160/LBC</b>	
<b>Case Officer</b>	Ms Susan Garbutt	
<b>Location</b>	Adjacent 67 and 69 Local History Society High Street Finedon Wellingborough Northamptonshire NN9 5JN	
<b>Development</b>	Listed Building Consent for the conversion of heritage centre to one bedroom dwelling, demolition of rear extension, erection of a single storey rear extension and installation of rooflights to rear (north) elevation. Internal and external works including replacement first floor, partial rebuild of part of front elevation, creation of new doorway in existing rear wall, reinstatement of existing panelling at ground and first floor and proposed structural works associated to roof strengthening.	
<b>Applicant</b>	Mrs Jilly Mann	
<b>Agent</b>	Mr John Bucher	
<b>Ward</b>	Finedon	
<b>Overall Expiry Date</b>	12 April 2021	
<b>Agreed Extension of Time</b>	22 June 2021	
<b>Checked</b>	Designate Principal	Debbie Kirk

**Scheme of Delegation**

This application is brought to committee because it falls outside of the council's scheme of delegation because the parish council objects to the application and officers are recommending approval.



 <p>North Northamptonshire Council</p>	<p>N</p> 	<p>ICT Services</p> <p>This map is accurate to the scale specified when reproduced at 1:1</p>	<p>© Crown Copyright and database right 2001. Ordnance Survey 100009997</p> <p>Open Road Aerial Photography copyright GeoInformation PLC 1998</p>	<p><b>Legend</b></p> <p> NW/21/00160/LBC Adjacent 67 &amp; 69 Local History Society High Street Finedon</p>
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## **1. Recommendation**

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1.1 That listed building consent be **GRANTED** subject to the conditions listed at the end of the report

## **2. The Application Proposal and Background**

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2.1 The application seeks Listed Building Consent for the conversion of the heritage centre into a one-bedroom dwelling with a study. The existing rear extension is to be demolished and replaced by a single storey rear extension. External alterations are proposed. The application is also accompanied by a concurrent planning application NW/21/00159/FUL.

2.2 The application is supported by plans, a Design and Access Statement, Listed Building Appraisal, Planning and Heritage Statement, Structural Engineers Report, Proposed Schedule of Works and Ecological Impact Assessment: Bats.

2.3 Revised plans were sought and received from the agent and these have been consulted upon. The re-consultation ended on 18/5/21.

2.4 The agent was advised to update all other plans to ensure all plans are consistent, and revised plans were received 20/5/21.

2.5 Following the withdrawal of previous planning and listed building consent applications in late 2019, the applicant sought pre-application advice regarding the conversion of the existing building to a one-bedroom dwelling, erection of a single storey rear extension and installation of rooflights, under reference PRE/21/00103/PREF. Written advice was provided on 20/1/21 and the advice given regarding the listed building consent can be summarised as follows:

2.6 Clarification is required regarding the listed building works and whilst those items remain unresolved the Council's built heritage consultant is unable to fully support this iteration of the proposals. A future application will need to amend the plans and provide further details in line with the built heritage comments.

## **3. Site Description and Surroundings**

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3.1 The site is located on the northern side of High Street, Finedon. The site abuts the High Street to the south, number 69 to the west (a Grade II listed building), the grounds of Finedon infant school are to the north and east. The site itself contains a single storey stone building formerly a Quaker Meeting House. It has a porch to the front (south) and small rear lean-to projection to the rear (north) containing a kitchen/toilet. The building adjoins the outbuilding of number 69 to the west. The ground level of the building is elevated from the High Street. The site has high ironstone walls to the front and side (south and west), with pedestrian access from High Street. The site also includes a small stone outbuilding. Within the site to the east of the building is a burial ground associated with the former use of the site as a Quaker Meeting House.

3.2 The building is listed Grade II as 'John Drage Chapel of Rest and attached walls' (listed 9/6/70, amended 12/3/86).

3.3 The list description is as follows: “FINEDON HIGH STREET SP9172 (North side) 6/29 John Drage Chapel of Rest and 09/06/70 attached walls (Formally listed as Private Chapel of G. Robinson Undertaker (formerly Friends' Meeting House)) GV II Friends meeting house, now chapel of rest Datestone 16.1W.99 but mainly of late C18 and C19. Squared coursed ironstone with slate roof. Originally probably single-unit chapel. Single-storey, 2-window range of C19 casements under shallow arch heads. C19 gabled porch between window range has C20 doors with glazing above. Stone stacks at ends. Interior not inspected. Single storey outbuilding attached to left has datestone. Wall attached to left of chapel is linked by iron gates to similar wall enclosing former burial ground. Tile and brick copings to wail and ashlar copings to gate piers.”

3.4 The site is adjacent to the listed building 67-69 High Street, Finedon (Grade II). The site is at high risk of groundwater flooding.

#### 4. Relevant Planning History

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4.1 List of all previous planning applications as follows:

NW/21/00159/FUL	Determination pending. Conversion of heritage centre to one-bedroom dwelling, demolition of rear extension, erection of a single storey rear extension and installation of rooflights to rear (north) elevation. External alterations.	
WU/1953/0010	Approved with conditions Temporary shed for storage of timber	11.03.1953
WP/1996/0518	Approved Replacement of existing window	29.01.1997
BW/1982/0350	Approved Demolition of brick-built boundary wall and erection of 1m high stone faced planting box/wall	12.08.1982
BW/1980/1055	Approved Erection of 1.8m high close boarded fencing to front boundary	01.12.1980
WU/1972/0115	Approved Form main entrance hall & build utility room	
WP/2005/0738	Approved with conditions Installation of gate (hardwood).	16.12.2005
WP/2004/0062	Approved with conditions Replacement of window	30.03.2004
WP/2001/0099	Approved Internal and external alterations. Change of use to Heritage Centre. (Amended Plan)	23.05.2001
WU/1962/0158	Approved Change of use to chapel of rest	05.12.1962
WP/1994/0470	Approved To replace steps and 2 front elevation windows in the same material as present. Re-decorate porch doors and fix the roof leak	22.12.1994

WP/1996/0430	Refused Change of use to single dwelling	
WP/1996/0506	Refused Alteration to chapel of rets to allow for use as a single dwelling	02.04.1997
WP/19/00579/FUL	Withdrawn Change of use of the former Quaker meeting house to form a two bedroom dwelling house. Existing rear single storey kitchen and cloak room will be demolished and replaced with new single storey extension forming new kitchen area with ground floor cloaks. Existing upper floor together with staircase to be removed and replaced with a new floor construction to accommodate two bedrooms with separate bathroom. New roof windows are proposed to the rear elevation only to provide natural light to both bedrooms and new bathroom.	07.11.2019
WP/19/00580/LBC	Withdrawn Listed Building Consent for the change of use of the former Quaker meeting house to form a two bedroom dwelling house. Existing rear single storey kitchen and cloak room will be demolished and replaced with new single storey extension forming new kitchen area with ground floor cloaks. Existing upper floor together with staircase to be removed and replaced with a new floor construction to accommodate two bedrooms with separate bathroom. New roof windows are proposed to the rear elevation only to provide natural light to both bedrooms and new bathroom	07.11.2019
WP/2000/0391	Approved Change of use to residential	08.11.2000
WP/2000/0392	Approved Alterations to allow change of use to residential	08.11.2000
WP/2001/0098	Approved Change of use to Heritage Centre and alterations	23.05.2001
WP/20/00080/FUL	Withdrawn Conversion of the former Quaker Meeting House into a 2 no. bedroom dwelling house with single storey rear extension (Re-submission)	
WP/20/00081/LBC	Withdrawn Listed Building Consent for the conversion of the former Quaker Meeting House into a 2 no. bedroom dwelling house with single storey rear extension	

## **5. Consultation Responses**

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A full copy of all comments received can be found on the Council's Website  
<https://www.wellingborough.gov.uk/viewplanningapplications>

### **5.1 Finedon Town Council**

(Mar 21) Objection on the grounds of 1. Inappropriate use of the listed building, 2. The ground surrounding the property is a graveyard, and 3. There is no off-road parking and the site is on a blind bend next to a school.

### **5.2 Neighbours/Responses to publicity**

None received.

### **5.3 Historic Environment Team**

(Mar 21) Unopposed to the application subject to conditions.

### **5.4 NNC Archaeology**

(Mar 21) The proposed application will have a detrimental impact upon any archaeological deposits present. These do not however represent over-riding constraints on the development provided that adequate provision is made for the investigation and recording of any remains that are affected. Condition recommended.  
(May 21) No further comments.

## **6. Relevant Planning Policies and Considerations**

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### **6.1 Statutory Duty**

Planning law requires that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise.

### **6.2 National Policy**

National Planning Policy Framework (NPPF) (2019)  
National Planning Practice Guidance (NPPG)  
National Design Guide (NDG) (2019)  
Planning (Listed Building and Conservation Areas) Act 1990  
Sections 19 and 66

### **6.3 North Northamptonshire Joint Core Strategy – Part 1 of the local plan (JCS)**

Policies:

- 1 (presumption in favour of sustainable development)
- 2 (historic environment)

### **6.4 Plan for the Borough of Wellingborough – Part 2 of the local plan (PBW)**

None applicable.

### **6.5 Neighbourhood Plan**

None applicable

### **6.6 Supplementary planning documents/guidance:**

None applicable

## 7. Evaluation

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The proposal raises the following main issues:

- heritage assets;
- archaeology;
- conditions

### 7.1 Effect on heritage assets

7.1.1 The council is required by section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses.

7.1.2 Policy 2 of the JCS sets out the policy background for the protection, preservation and enhancement of the historic environment.

7.1.3 The NPPF is a material consideration. Paragraph 195 sets out its guidance where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset. Paragraph 196 advises on development proposals which will lead to less than substantial harm to the significance of a designated heritage asset. The paragraph goes on to say that the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Paragraph 192 states that in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

7.1.4 The site contains a Grade II listed building and stone boundary walls and is adjacent to the Grade II listed cottage number 67 and its associated barn. The application is supported by a Listed Building Appraisal, dating the original building to 1690. The present building includes the gable ends of that original building (and possibly the rear wall) and stands on its footprint. Internally the building has timber panelling. The site has a burial ground to the east dating from 1704. The site includes a small stone outbuilding. The building is considered to be the earliest surviving nonconformist chapel in Northamptonshire and is typical example of a Quaker meeting house.

The application is supported by a Visual Structural Inspection Report and a Proposed Schedule of Works. The structural report has informed the proposed works to the foundations, roof, ground and first floor and the front window.

7.1.5 The council's built heritage consultant advises that the revised proposal is acceptable, subject to conditions to secure a Written Scheme of Investigation, historic building recording, method statement for timber panelling, method statement for down-taking and reconstruction of masonry, schedule of all external finish materials, window and door details, schedule of internal materials and a condition to secure black painted or powder-coated metal and rainwater goods.

7.1.6 Subject to the imposition of the suggested conditions, the proposed works will sustain the significance of the listed building and put the building to viable use, in accordance with JCS policy 2 and advice contained within the NPPF in relation to heritage assets.

## **7.2 Archaeology**

7.2.1 JCS policy 2 (d) requires that where proposals would result in the unavoidable and justifiable loss of archaeological remains, provision should be made for recording and the production of a suitable archive and report.

7.2.2 With regards the revised NPPF, section 16 sets out government advice on conserving and enhancing the historic environment and in particular paragraph 189 advises that, where appropriate, when determining an application which could affect a heritage asset with archaeological interest the council should, where appropriate, require developers to submit a field evaluation.

7.2.3 NNC Archaeologist advises that the application site lies in the western half of the modern settlement but was historically on the eastern edge of the village. Documentary evidence referred to in the Listed Building Appraisal indicates that the Quakers built their meeting house in 1690; it was subsequently altered internally and externally but elements of the 17th century fabric survive, including the two gable end walls. The significance of the building lies in its place in the religious and social history of the village and Northamptonshire as well as its historic fabric. The applicant has provided a report on the building which meets some but not all of our normal requirements for building recording in NNC historic records office. Revisions will be needed for it to be suitable for inclusion in the NNC Historic Environment Record. Provision should also be made for monitoring during works as further early elements of the building may be revealed by the works.

The land to the east of the building was formerly used as the Quaker burial ground. While the proposed extension is to the rear and this area has already had some alterations, it is worth noting that the works to the front in 2000 were subject to archaeological monitoring and disarticulated human remains were found. On this basis it would be advisable to secure a programme of works for the extension groundworks in case further such remains are present.

7.2.4 The proposed application will have a detrimental impact upon any archaeological deposits present. These do not however represent over-riding constraints on the development provided that adequate provision is made for the investigation and recording of any remains that are affected. A condition is recommended to secure an archaeological programme of works as per NPPF paragraph 199.

7.2.5 Therefore, subject to conditions to secure building recording and an archaeological programme of works, the proposed works will meet JCS policy 2 (d) and NPPF paragraph 199.

## **7.3 Conditions**

7.3.1 The Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) at section 17 allows conditions to be imposed on a listed building consent for:

- (a) the preservation of particular features of the building, either as part of it or after severance from it;
- (b) the making good, after the works are completed, of any damage caused to the building by the works;
- (c) the reconstruction of the building or any part of it following the execution of any works, with the use of original materials so far as practicable and with such alterations of the interior of the building as may be specified in the conditions.

7.3.2 Paragraph (2) of the section states that a condition may also be imposed requiring specified details of the works (whether or not set out in the application) to be approved subsequently by the local planning authority.

7.3.3 The suggested conditions comply with the above Act.

## **8. Other Matters**

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None.

## **9. CONCLUSION/PLANNING BALANCE**

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9.1 The works proposed are consistent with the provisions of the JCS, specifically Policy 2, and the NPPF, in relation to conserving the historic environment. In the absence of any contrary material considerations, it is recommended that the proposal be granted listed building consent, subject to conditions.

## **10. RECOMMENDATION**

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That listed building consent be **GRANTED** subject to the conditions listed

## **11. Conditions**

---

1. The development shall be begun not later than the expiration of three years beginning with the date of this consent.

Reason: To prevent the accumulation of listed building consents; to enable the local planning authority to review the suitability of the works in the light of altered circumstances; and to conform with the requirements 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.

2. The works shall also be carried out in accordance with the following plans and drawings unless otherwise required by conditions attached to this consent.  
Site Location, Block Plan, South-West Elevation and Upper Roof Plan as Existing 535-9 received 20/5/21

Site Location, Block Plan and South-West Elevation Existing/Proposed 535-19-D received 20/5/21

Proposed Floor Plans Demolition Works 535-13A received 20/5/21

Proposed Elevations Demolition Works 535-14A received 20/5/21

Proposed Ground, First and Lower Roof Plans 535-30-G received 20/5/21

Proposed General Details 535-32-D received 20/5/21

Internal Elevations 535-33 received 20/5/21

Proposed Elevations and Sections 535-31G received 20/5/21

Foundations General Arrangement and Details 19125S/F01-P2 received 20/5/21

Existing Roof Arrangement and section 19125S/S01-P1 received 20/5/21

First Floor and Roof Level General Arrangement and Details 19125S/S02-P3 received 20/5/21

Reason: To define the consent and to conform with the requirements of The Planning (Listed Buildings and Conservation Areas) Act 1990.

3. No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.

This written scheme will include the following components, completion of each of which will trigger the phased discharging of the condition:

- (i) fieldwork in accordance with the agreed written scheme of investigation;
- (ii) post-excavation assessment (to be submitted within six months of the completion of fieldwork, unless otherwise agreed in advance with the Planning Authority);
- (iii) completion of post-excavation analysis, preparation of site archive ready for deposition at a store (Northamptonshire ARC) approved by the Planning Authority, completion of an archive report, and submission of a publication report to be completed within two years of the completion of fieldwork, unless otherwise agreed in advance with the Planning Authority.

Reason: To ensure that features of archaeological interest are properly examined and recorded and the results made available, in accordance with the emerging North Northamptonshire Joint Core Strategy policy 2(d) and the NPPF at paragraph 199.

4. Prior to the commencement of any works, and of building recording, a Written Scheme of Investigation (WSI) shall be submitted to and approved by the Local Planning Authority.

Reason: To ensure that affected heritage assets are adequately recorded in accordance with policy 2 (d) of the North Northamptonshire Joint Core Strategy.

5. No demolition or conversion can commence until a programme of historic building recording commensurate with Historic England Level 1/2/3/4 as set out in Understanding Historic Buildings, Historic England (2016), has been secured and undertaken in accordance with a written scheme of investigation which has been submitted by the applicant, and approved by the Local Planning Authority. A bound hard copy and digital copy of the recording report will be deposited with the County Historic Environment Record prior to the occupation of the development, or within three months of the recording survey being completed, whichever is the sooner. Project details and a digital copy of the report will be uploaded to the Archaeology Data Service OASIS website by the contractor.

Reason: To ensure that affected heritage assets are adequately recorded in accordance with policy 2 (d) of the North Northamptonshire Joint Core Strategy.

6. Prior to commencement of works, a schedule of all external finish materials, including the proposed brick (to be laid as specified in Flemish bond), proposed lime mortar, stone, roofing materials which are to be retained and reused with matching natural slate to make up any difference, ridge tiles and chimney pots shall be submitted to and approved in writing by the local planning authority. Works shall be implemented in accordance with the approved materials and details specified and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policies 2 (a) and 8 (d) (i) of the North Northamptonshire Joint Core Strategy.

7. Prior to the commencement of external reconstruction or repointing of masonry, a written method statement shall be provided describing in detail the proposed method of down-taking and reconstruction. This shall be submitted to and approved in writing by the local planning authority. The works shall be implemented in accordance with the approved method statement. Use of mechanical cutting tools should be avoided in down-taking masonry to avoid damage to the historic building fabric.

Reason: Reason: To preserve the character and special interest of the listed building in accordance with policies 2 (a) and 8 (d) (i) of the North Northamptonshire Joint Core Strategy.

8. Prior to any roofing work commencing, details of proposed detailing of upstand flashings where walls and stacks are met, and verge treatments, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be implemented in accordance with the approved details and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policy 2 (a) of the North Northamptonshire Joint Core Strategy.

9. Prior to installation, a schedule of drawings that show details of all proposed windows, including conservation rooflights, and doors, in section and elevation at scales between 1:20 and 1:1 as appropriate, showing details of framing, grazing bars, cills, and ironmongery, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be implemented in accordance with the approved details and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policy 2 (a) of the North Northamptonshire Joint Core Strategy.

10. Prior to commencement of internal fit out, a schedule of internal finish materials, including specification of new timber panelling at first floor including the detailing of any moulding or profiling, to match existing, shall be submitted to and approved in writing by the local planning authority. Works shall be implemented in accordance with the approved materials and details specified and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policy 2 (a) of the North Northamptonshire Joint Core Strategy.

11. Rainwater goods shall be black painted or powder-coated metal and shall be permanently maintained as such.

Reason: To preserve the character and special interest of the listed building in accordance with policy 2 (a) of the North Northamptonshire Joint Core Strategy.

## **12. INFORMATIVE/S:**

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1. In accordance with the provisions in the Planning (Listed Buildings and Conservation Areas) (Amendment) (England) Regulations 2012 and pursuant to paragraph 38 of the National Planning Policy Framework, where possible and feasible, either through discussions, negotiations or in the consideration and assessment of this application and the accompanying proposals, the Council as the local planning authority endeavoured to work with the applicant/developer in a positive and proactive

way to ensure that the approved development is consistent with the relevant provisions in The Framework.

## Received appeals

<b>Appeal Site</b>	<b>Ref. No.</b>	<b>Date Received</b>	<b>Status</b>	<b>Type of procedure</b>
29 Norlinton Close Orlingbury	WP/20/00572/FUL	23.03.2021	Appeal In Progress	Fast Track Appeal
117 Torrington Crescent Wellingborough	WP/20/00677/FUL	25.03.2021	Appeal Dismissed	Fast Track Appeal
1 Millers Park Wellingborough	WP/20/00713/FUL	30.03.2021	Appeal Allowed with conditions	Fast Track Appeal
14 Milbury Earls Barton	NW/21/00054/FUL	27.04.2021	Appeal In Progress	Fast Track Appeal
63 Fullwell Road Bozeat	NW/21/00023/FUL	06.05.2021	Appeal In Progress	Fast Track Appeal