



PLANNING COMMITTEE: 10 January 2012
DIRECTORATE: Planning and Regeneration
HEAD OF PLANNING: Susan Bridge

N/2011/1000 **Application for approval for reserved matters including access, appearance, landscaping, layout and scale pursuant to outline planning permission N/2006/0841 for residential development of 9 dwellings at Former St Andrews C of E Primary School, Station Road, Billing**

WARD: **Great Billing**

APPLICANT: **Francis Jackson Estates Limited**
AGENT: **Paul Johnson, Berrys**

REFERRED BY: **Cllr David Palethorpe**
REASON: **Impact on local community and to allow Parish Council further time to consider the proposal**

DEPARTURE: **No**

APPLICATION FOR DETERMINATION :

1. RECOMMENDATION

1.1 APPROVAL subject to conditions for the following reason:

The proposed development is considered acceptable for this predominantly residential area without having a detrimental impact on the appearance , character and amenity of the locality or on the adjacent Conservation Area. Adequate access and parking is provided and satisfactory tree protection measures and would comply with Policies H7, L2, E12, E20 and E40 of the Northampton Local Plan, Policy 2 of the East Midlands Regional Plan and aims of PPS1, PPS3, PPS5, PPS23, PPG13 and PPG24.

2. THE PROPOSAL

- 2.1 Reserved matters application for 9 residential dwellings following grant of outline permission N/2006/0841. All 5 reserved matters are applied for (scale, layout, access, landscaping and appearance). In summary the scheme includes a row of 4 two-storey houses (2 x 2 bed and 2 x 3 bed) fronting Station Road with 5 two storey-detached houses (1 x 3 bed and 4 x 4 bed) to the rear of the site served via a new access road from Station Road located to the north of the proposed row of 4 houses. All of the proposed houses have enclosed private rear gardens and off-street designated parking at a rate of more than 2 spaces per dwelling.

3. SITE DESCRIPTION

- 3.1 The application site is located to the western side of Station Road in Great Billing and is a former school site which is currently lying vacant. Opposite the site are residential dwellings mostly 2 storey in design and detached. It has an area of approximately 0.3 hectares with a red brick built 1 and 2 storey building fronting Station Road. The site boundary lies approximately 15 metres south of the boundary with the Great Billing Village Conservation Area.

4. PLANNING HISTORY

- 4.1 Following consideration by the Council's Planning Committee, outline planning permission was granted in 2010 under Local Planning Authority reference N/2006/0841, which establishes the principle of residential development at the site. This was granted subject to a Section 106 legal agreement which secures:
- public park improvements contribution from the applicant
 - the upgrading of footpath/cycleway in the vicinity of the site
 - 35% affordable dwellings on site should the site contain 15 or more dwellings.
- 4.2 Following the Northampton Schools re-organisation the former Great Billing Church of England Lower School became the St Andrews C of E in 2004. In 2005, St Andrews C of E Primary School moved to Ecton Brook Road and the site is now redundant from the perspective of the County Council as local education authority.

5. PLANNING POLICY

5.1 Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The current Development Plan comprises of the East

Midlands Regional Plan, the saved policies of the Northamptonshire County Structure Plan and Northampton Local Plan 1997.

5.2 National Policies:

PPS1 – Delivering Sustainable Development
PPS3 - Housing
PPS5 - Planning for the Historic Environment
PPS23 - Pollution Control
PPG13 - Transport
PPG24 - Noise

Draft National Planning Policy Framework (DNPPF)

5.3 East Midlands Regional Plan

Policy 2- Promoting Better Design

5.4 Northampton Borough Local Plan

E12 - Trees
E20 – Design of new Development
E40 - Crime and Vandalism
L2 - Schools and Colleges
H7 - Residential Development outside primarily residential areas

5.5 Supplementary Planning Guidance

Northamptonshire County Parking Standards SPG 2003
Planning out Crime in Northamptonshire SPG 2004

6. CONSULTATIONS/ REPRESENTATIONS

6.1 Environmental Health (Public Protection, NBC) - the desk top study submitted with the outline includes recommendations for a further intrusive study. The further study suggested in the report is basically to look at geotechnical properties and possible contamination. The desk top study presented does not indicate contamination is likely but the section does have issues with elevated levels of arsenic and this should be investigated and reports submitted at the same time the geotechnical properties of the site are established. We would welcome sight of the intrusive investigation when it has been undertaken.

6.2 Built Conservation (NBC) - no objection, the former school building is of some historic interest however it lies some distance from the Great Billing Conservation Area. The proposed development is considered to have limited impact on the character and appearance of the conservation area.

6.3 Arboricultural Officer (NBC) – no objection, a Tree Constraints Plan has been submitted as requested and now content that original concerns have been addressed.

- 6.4 **Highway Authority (NCC)** - recommend that a condition be included for visibility splays and shared driveway being 4.5 metres around the bend in front of plots 8 and 9 for pedestrian safety. Concerning the front door of plot number 1, suggest consideration be given to revised house design to allow pedestrian access from front to Station Road.
- 6.5 **Northants Police** – Have concerns over safety and sustainability of the development in its current form. Recommend that plot 9 be rotated to allow direct surveillance of alleyway, dwellings are built in accordance with Secure by Design standards and adequate lighting be provided. Suggest conditions and informatives included which reduce crime and vandalism.
- 6.6 **Sport England** - No further comments to add to outline permission.
- 6.7 **Billing Parish Council** – Although the Parish Council are pleased to see development taking place, we are aware that there are residents living adjacent to the site who have concerns and would therefore like to have the opportunity to discuss the application at a public meeting. Have serious concerns over the adjacent footpath and would request that consideration be given to a proper railed fence being installed along the whole length of the pathway. Concern that if existing footway is left “open plan” that it could increase problems of noise, litter and bikes riding over the corner of it.
- 6.8 4 Letters have been received from **6 High Street, 2 and 4 Station Road, 49 Kingscroft Court:**
- Happy that plans are accepted and consideration should be given to street naming
 - Would be of benefit if any commuted monies could be used to fund public lighting along public footpath
 - Would assist in reducing vandalism
 - Type of design would complement the village
 - Concern over proposed terraced houses to site frontage
 - Concern over proposed alleyway between middle of houses which will look unattractive
 - Terraced houses out of keeping with area
 - Parking concerns
 - Concerns on of on-street parking resulting in unsightliness
 - Concern over drainage and where this would be connected to
 - Risk to health from vermin when school is demolished
- 6.11 **Councillor Palethorpe** - refers application to committee, concern that development may impact on local community and effect of existing footpath on future development of site

7. APPRAISAL

Main issues

- 7.1 As this is a “reserved matters” application the principal considerations are the detailed design and layout of the application including access, landscaping and scale. The outline planning permission granted in 2010 has established the suitability of the site for residential development in principle.

Impact on appearance and character of the area

- 7.2 The application comprises a mix of 2 storey detached dwellings which are proposed to the rear of the site behind a row of 4 proposed terraced properties fronting Station Road. The surrounding area comprises mainly detached dwellings constructed in 2 storeys although there are a number of single storey properties further to the south of the site along Station Road.
- 7.3 Whilst it is acknowledged that the proposed row of terraces are a form of development not common to the streetscene immediately in the vicinity of the site, which is characterised predominantly by detached dwellings, it is considered that in design terms they are acceptable as they would be of comparable scale and footprint to the existing school building.
- 7.4 The applicant contends that the intention is to reflect the current form and retain a strong cohesive element in the street scene and the use of arched lintels, traditional casement windows reflect the more traditional features found locally and will use these to add design variety and interest to the frontage. They also maintain that there would be an overall continuity in the scheme derived from the detailing and use of facing materials.
- 7.5 The proposed houses are of fairly simple design and would not be out of keeping with the character or appearance of the streetscene which comprises a variety of designed houses.
- 7.6 The rear garden of the proposed detached houses are of a relatively large and proportionate to the size of house proposed. Although the proposed rear gardens of the proposed terraced row of 4 houses are smaller by comparison, particularly those serving units 2 and 3, it is considered that these are nonetheless acceptable and are over 40 square metres in size. A condition is recommended to remove permitted development rights for future extensions in order to prevent over-development of these units. Subject to a further condition to control facing materials it is considered that the proposed development would have an acceptable impact on the appearance and character of the area.

- 7.7 This would comply with Policy E20 of the Northampton Local Plan which in accordance with the aims of PPS1 and PPS3 which also encourage local authorities to promote good design.

Security

- 7.8 The Crime Prevention Design Advisor has some concerns relating to boundary treatment and window / door security. They advise that the private parking area to the rear of plots 2 and 3 be gated and that appropriate boundary treatment be included to be secured by condition on any approval.
- 7.9 Billing Parish Council have concern that the existing footpath along the side of the site (immediately to the north of the site boundary) is defined by railings in order to improve security to the site. This has also been agreed with the applicant and can be secured by condition on any grant of planning permission. It is also considered that there would be adequate natural surveillance of the site's car parking offered by the proposed layout.
- 7.10 A further concern raised was that to reduce potential for anti-social behaviour associated with the existing footpath along the side of the development is that plot 9 should be rotated to face the alley to allow direct surveillance. Having considered this, it was concluded that although this would improve natural surveillance of the footpath it would also lead to direct overlooking to the rear of the existing properties on Station Mews thereby reducing privacy to these homes. Bearing in mind that overall the proposed development would result in improved surveillance of the footpath it is considered on balance that the proposed layout is acceptable in this regard.
- 7.11 A condition is also recommended requiring the applicant to agree security measures with the local planning authority in order to reduce potential for increase crime and vandalism.
- 7.12 For the foregoing reasons the proposal is considered to be in accordance with the requirements of Policy E40 of the Northampton Local Plan in this regard and advice contained with the County SPG on Planning Out Crime.

Impact on living conditions of neighbouring properties

- 7.13 Given the relationship and separation of all proposed new dwellings within the application site it is considered that there would unlikely be any significant adverse effects in terms of overlooking, overbearing, loss of outlook and overshadowing.
- 7.14 Proposed plot number 6 is sited close to the rear garden of the existing house at 4 Station Road however given the relationship and bearing in mind that the dwelling would be on the north of that neighbour it is

considered that there would be unlikely be any significant loss of amenity that would justify refusal of planning permission.

- 7.15 Whilst the neighbour at 4 Station Road is concerned that the proposed development would impact on their light to the downstairs rooms, given the orientation (i.e. the proposed development is located to the north of no 4) this is unlikely to be considered a strong concern. This would comply with Policy E20 of the Northampton Local Plan part b which seeks to provide adequate levels of residential amenity in terms of sunlight, daylight and privacy.

Impact on Trees and landscaping

- 7.16 The applicant has submitted a detailed Arboricultural Survey with their application detailing trees to be retained. This is considered acceptable to the Council's Arboricultural Officer and a condition is recommended for the details within the Tree Survey to be implemented during the course of the development.
- 7.17 This accords with Policy E12 of the Northampton Local Plan which seeks to protect trees as part of development layouts.

Access and Highways

- 7.18 Access is proposed to be taken from Station Road via a new road to the north of the row of 4 houses. All of the proposed dwellings would have their own off-street parking via a mix of detached and integral garages, driveways and courtyards providing an average of over 2 spaces per dwelling. Concerns were raised by the Highway Authority on the original plans re the width of the access road proposed through the site and advised that consideration be given to adequate visibility where the site meets Station Road.
- 7.19 Revised details have been submitted in response to these comments. Whilst the Local Highway Authority still holds some concerns over the revised details (width of access in front of plots 8 and 9 and the absence of visibility splays on the access) these have been brought to the attention of the applicant and it is anticipated that these matters will have been addressed in time for the Committee meeting. An update will be provided via the Addendum.

Impact on appearance and character of Great Billing Conservation Area

- 7.20 The northernmost edge of the site is located approximately 15 metres south of the boundary of the Great Billing Village Conservation Area. The Council's Conservation service has been consulted on the application and raise no objections in terms of the effect on the designated area. It can therefore be said that the proposal would accord with the aims of PPS5.

Other Neighbour Concerns

- 7.21 One of the objectors is concerned about street naming, however this is a matter that cannot be considered under planning legislation as this is a matter controlled by the Council's Building Regulations Section.
- 7.22 Regarding the concern on drainage, officers consider that this can be adequately controlled by condition on the approval to ensure satisfactory arrangement for the discharge of water.
- 7.23 Concerns have also been raised that the proposed development would generate on-street parking which be "unsightly". However, it is considered that the proposed level of parking is sufficient for the development proposed.
- 7.24 Another objection relates to the concern that the existing building would be infested with vermin and that demolition of the building could result in a health risk from this. This is a matter that is not dealt with under planning legislation. However, it is likely that the re-development of the would, in the long term, improve any environmental health issues resulting from the site being vacant.

Other considerations

- 7.25 Matters raised by the Council's Environmental Health Section on land contamination can be addressed and controlled by conditions attached to the outline planning permission.

8. CONCLUSION

- 8.1 Although the proposal would see the loss of former school buildings, these are not listed and therefore there is no statutory protection. Furthermore, although the site is of limited size, it is considered that the proposed dwellings are of an acceptable standard of design and as such they would contribute positively to the visual amenity of the area. Moreover a satisfactory level of residential amenity would be secured through reasonable separation distance and private amenity space. Satisfactory access can also be achieved.

9. CONDITIONS

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

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

(2) This permission shall be in respect all matters reserved by the conditions of the outline planning permission no. N/2006/0841

dated 5 March 2011.

Reason - For the avoidance of doubt and to secure a satisfactory standard of development in accordance with Policies E12, E20, E40, L2 and H7 of the Northampton Local Plan.

(2) Full details of the method of treatment of the external boundaries of the site together with individual plot boundaries shall be submitted to and approved in writing by the Local Planning Authority, implemented prior to the occupation of the buildings hereby permitted and retained thereafter. The details shall include railings to the northern boundary adjacent to the northern boundary to the east of the house at plot 9 and gates to the garage / parking area to the rear of plots 1 and 2.

Reason - To ensure that the boundaries of the site are properly treated as to secure a satisfactory standard of development to comply with Policies E20 and E40 of the Northampton Local Plan

(3) Details and samples of all proposed external facing materials shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details prior to commencement of construction work on site.

Reason - In the interests of visual amenity to comply with Policy E20 of the Northampton Local Plan.

(4) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no extensions shall be erected to the residential development hereby permitted without the prior written consent of the local planning authority.

Reason- To prevent overdevelopment to accord with Policy E20 of the Northampton Local Plan.

(5) Prior to the and during the course of the construction / development hereby permitted the tree protection measures shall be carried out in full accordance with the submitted Arboricultural Report produced by Richard Jones dated April 2011.

Reason - In the interests of sound arboricultural practice to accord with PPS1.

(6) Full details of all external lighting shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of construction work on site, implemented concurrently with the development and retained thereafter

Reason - To secure a satisfactory standard of development in accordance with Policy E20 of the Northampton Local Plan.

(7) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that order with or without modification) no additional windows shall be installed in the side elevations of plots 5, 6, 7, 8 and 9 without the prior written consent of the local planning authority.

Reason - To safeguard the privacy of adjoining properties to accord with Policy E20 of the Northampton Local Plan.

(8) The first floor side windows in plots 6, 7, 8 and 9 shall be glazed with obscure glass prior to the first occupation of the development hereby permitted and shall be retained in that forms at all times unless otherwise agreed in writing with the local planning authority.

Reason- To safeguard the privacy of adjoining properties to accord with Policy E20 of the Northampton Local Plan.

(9) Prior to the commencement of development, a scheme for the provision and implementation of foul and surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented and completed fully in accordance with the approved details and maintained thereafter.

Reason - To secure satisfactory drainage in accordance with PPS1 and PPS25.

(10) No development shall take place until further details have been submitted to and agreed in writing with the Local Planning Authority clearly showing how the applicant intends to reduce the potential for crime and vandalism as part of the scheme. These details shall be fully implemented concurrently with the development accordance with the approved details.

Reason - In the interests of security to comply with Policy E40 of the Northampton Local Plan.

(11) The proposed visibility splays adjacent to plot 1 shall be implemented prior to the first occupation of the first dwelling and shall be kept clear from obstruction at all times unless otherwise agreed in writing with the Local Planning Authority.

Reason - In the interests of highway safety to comply with PPG13.

(12) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that order with or without modification) no garage accommodation shall be used as habitable accommodation without the prior written consent of the Local Planning Authority.

Reason - To ensure retention of adequate parking in accordance with PPG13.

(13) The dwelling at plot 1 shall have direct footway access onto Station Road as shown by the approved plan number 292-06 received on 12 December 2011 and shall be retained as such unless otherwise agreed in writing with the local planning authority.

Reason- In the interest of highway safety to comply with PPG13.

(14) No development shall take place until full details of the splayed vehicle crossover and removal of the existing access including reinstatement to residential access have been submitted to and approved in writing by the Local Planning Authority. These works shall be implemented prior to the

occupation of the first dwelling on site unless otherwise agreed in writing by the Local Planning Authority.

Reason- In the interests of highway safety to comply with PPG13.

(15) Prior to the commencement of construction works on site, details of the existing and proposed ground levels and finished floor levels of the development in relation to 2 and 4 Station Road shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.

Reason - In the interests of residential and visual amenity in accordance with Policy E20 of the Northampton Local Plan.

(16) With the exception of the railings and gates identified in condition 2, notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), no gates, fences, walls or any means of enclosure or similar structures shall be erected or constructed in front of the main wall of any dwelling or of any other principal building of the estate nor in front of the line of any flank wall of any dwelling where the flank boundary of the curtilage abuts a highway.

Reason - To ensure that the open character of this residential development is maintained in the interests of visual amenity in accordance with Policies E20 and E40 of the Northampton Local Plan.

10. BACKGROUND PAPERS

10.1 N/2006/0841 and N/2011/1000.

11. LEGAL IMPLICATIONS

11.1 None.

12. SUMMARY AND LINKS TO CORPORATE PLAN

12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.

Position:	Name/Signature:	Date:
Author:	Jonathan Moore	21/12/2011
Development Control Manager Agreed:	Gareth Jones	28/12/2011



Name: Charis Holder
 Date: 28th December 2011
 Scale: 1:1250
 Dept: Planning
 Project: Site Location Plan

Title

Former St Andrews CofE Primary School

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