



**NORTHAMPTON**  
**BOROUGH COUNCIL**  
Planning Committee

**PLANNING COMMITTEE:** 29<sup>th</sup> October 2013  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**HEAD OF PLANNING:** Susan Bridge

**N/2013/0612:** Planning Application for repair and refurbishment of Delapre Abbey, 18th Century Stables and Coach House including construction of kitchen building, rebuilding conservatory; installation of windows and doors; demolition of second floor courtyard WC; change of use of building to include functions/events (Class D2); conferences, guided tours, visitor and heritage centre and ancillary retail (Class D1); offices (Class B1); café and restaurant (Class A3) and holiday lets. Repair and refurbishment of 19th Century Stables including new brick building façade to north elevation; new openings with doors and shutters; new frameless glazed screen and access ramp; demolition of steel barn and lean-to; change of use of building to business studio/workshops (Class B1)

**N/2013/0613:** Listed Building Consent Application for repair and refurbishment of Delapre Abbey, 18th Century Stable and Coach House including construction of kitchen building, rebuilding conservatory; installation of internal lifts; demolition of second floor courtyard WC; access improvements and installation of windows and doors. Repair and refurbishment of 19th Century Stables including new brick building façade to north elevation; new openings with doors and shutters; new frameless glazed screen and access ramp; demolition of steel barn and lean-to

**WARD:** Delapre & Briar Hill

**APPLICANT:** Northampton Borough Council  
**AGENT:** Purcell

**REFERRED BY:** Head of Planning  
**REASON:** Borough Council Applications

**DEPARTURE:** NO

---

**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

**1.1 Planning Application N/2013/0612:**

**APPROVAL** subject to the conditions attached in Paragraph 9.2 and for the following reason:

The proposal has no adverse impact on the character, appearance or historical significance of the listed building and Delapre Park Conservation Area and will ensure its long term survival and removal from the Heritage at Risk Register. The proposed uses are considered acceptable and would not cause undue impact on residential and general amenity and highway safety. The proposal thereby accords with Policies E20 and E26 of the Northampton Local Plan and the National Planning Policy Framework.

**1.2 Listed Building Consent Application N/2013/0613:**

**APPROVAL IN PRINCIPLE** subject to prior referral to the Secretary of State, and conditions attached in Paragraph 9.2 for the following reason:

The proposal has no adverse impact on the character, appearance or historical significance of the listed building and Delapre Conservation Area and will ensure its long term survival and removal from the Heritage at Risk Register. The proposal thereby accords with Policy E20 of the Northampton Local Plan and the National Planning Policy Framework.

**2. THE PROPOSAL**

**2.1** The planning and the listed building consent applications proposed the following:

- Installation of glazed panel to central opening of Coach House building.
- New conservatory on site of previous conservatory.

- New kitchen building on site of former cottage, together with access corridor.
- Internal works including installation of 4 lifts and continuation of staircase to basement level.
- General repair and refurbishment including Installation of replacement windows and doors.
- Demolition of second floor courtyard WC (this was also included in the previous application (N/2013/0832) which is now with the Secretary of State).
- Repair and refurbishment of 19<sup>th</sup> Century Stables including new brick building façade to north elevation; new openings with doors and shutters; new frameless glazed screen and access ramp; demolition of steel barn and lean-to.
- Change of use of main building, 18<sup>th</sup> Century Stables, billiard room and new conservatory and kitchen to include functions / events, conferences, guided tours, visitor and heritage centre and ancillary retail; offices; café and restaurant and holiday lets.
- Change of use of 19<sup>th</sup> Century stables to business studio / workshops.

### **3. SITE DESCRIPTION**

- 3.1 Delapre Abbey is a Grade II\* Listed Building dating from 1145 and forms part of a complex of buildings some of which are also listed Grade II. The property is approached by a tree lined drive and sits within a parkland setting located approximately 1 mile from the town centre. The building is within the Registered Battlefield (Battle of Northampton 1460) and the designated Delapre Park Conservation Area. The building is included on the English Heritage 'At Risk' register.
- 3.2 Following a successful Stage 2 bid for Heritage Lottery Funding Delapre Abbey has received a grant of £3.6 million which will enable key parts of the building to be brought back into effective use, securing the building's future.

### **4. PLANNING HISTORY**

- 4.1 The most significant planning applications for the Abbey site are two separate applications for a change of use to a conference centre and to a hotel which were approved in 1988. These consents have now lapsed.
- 4.2 An application in 2010 enabled the temporary use until 2015 of the stable block as a tea rooms.

- 4.3 In 2010 an application was approved for the temporary use until 2015 of the walled garden for the erection of marquees, to be used for weddings and other functions. This allows for 12 events annually.
- 4.4 A listed building consent application for works to the roof was approved in principle at the last meeting of the Planning Committee on 1<sup>st</sup> October 2013, subject to the prior referral to the Secretary of State.

## **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.

### **5.2 National Policies - National Planning Policy Framework (NPPF)**

The NPPF states at paragraph 17 that Planning should “conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations”.

At paragraph 126 the NPPF goes on to say that “in determining planning 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”.

### **5.3 Northampton Local Plan**

Policy E20 “New Development” states that the design of any new building or extension should adequately reflect the character of its surroundings in terms of layout, siting, form, scale and use of appropriate materials and that development should be designed, located and used in a manner which ensures adequate standards of privacy, daylight and sunlight.

Policy E26 “Conservation Areas” states that development must preserve or enhance the character and appearance of the area, and not include the demolition of any building which makes a significant contribution to the character or appearance of the area.

### **5.4 West Northamptonshire Joint Core Strategy (JCS)**

Policy BN5 “The Historic Environment” of the submitted JCS sets out that heritage assets will be conserved and enhanced and that where heritage assets are at risk they will be appropriately conserved and managed.

## 6. CONSULTATIONS/ REPRESENTATIONS

6.1 **English Heritage** - We recommend that the Secretary of State should approve the Listed Building Consent for these works, and that Northampton Borough Council should approve the Planning Application for these works, in order to safeguard the survival of the Grade II\* listed Delapre Abbey and its ancillary buildings, and to put them on a path that ensures the ultimate removal of Delapre Abbey from the Heritage at Risk Register. We recommend that a Condition should be attached regarding the details of windows and doors on the new conservatory, to be agreed in consultation with English Heritage. We recommend that appropriate Conditions should be attached to safeguard archaeology, as detailed, and in consultation with the County Council archaeological adviser.

6.2 **NBC Conservation** – No objection; there are significant levels of repair works to all historic buildings around the complex. These are considered essential to preserve the historic fabric and to enable the new use for the site. A schedule or list of all works is included within the application and is cross referenced to room locations, but further details including method statements, samples of materials and a more comprehensive schedule of works may be required for some aspects. In particular details of new windows, doors, glazed screens and insulation will be required. This can all be dealt with by condition if required.

- Alterations to the principal building are considered proportionate and will allow the historic integrity of the building to remain intact whilst providing a new sustainable use for the buildings. The proposal to repair and restore the billiard room and to use it as café facilities is welcomed. This will find a new future for an unused building at risk. The proposals are principally for the repair and restoration of the existing fabric with the provision of new windows / doors etc where required.

- There are no objections in principle to the proposed new conservatory building. The proposed details of the central door is a little cluttered and a simpler design, more in-keeping with the flanking windows would enhance the appearance of the building.

- There is a proposed new building to house the catering facilities for the complex located to the rear of the new conservatory. This will clearly have an impact on the setting of the grade II\* listed building. The structure has, however, been sensitively located to the rear of the proposed conservatory. The change in ground levels in this location ensure that the building is tucked behind the conservatory and will not be visible from the sensitive south elevation of the complex. The building will be on the site of previous domestic accommodation. Its impact on the setting of the principal building as a whole will be limited

due to the siting of the existing game larder and Abbey Cottages. The key benefit of the proposal is that it allows for the provision of modern catering facilities without the need to intervene with historic fabric – this is seen to outweigh the limited harm caused to the setting of the listed buildings.

- 6.3 **Twentieth Century Society** – We note that the Grade II listed sculpture by Frank Dobson is located within the grounds of the Abbey, but it is not clear from the supporting documentation of this sculpture will be affected by the proposed works. I would be grateful for clarification on this matter, and for assurance that this work of art and the two 1970s works by Walter Richie in the walled garden entitled “the lady with the kittens” and “The Lovers” are sufficiently protected during the works, and that we are notified of any proposals to relocate or remove them.
- 6.4 **Local Highway Authority** – No observations.
- 6.5 **Police Crime Prevention Design Adviser** – No comments received.
- 6.6 Representations received from neighbouring occupiers at **1 and 3 Gardeners Cottages** raising issues regarding parking, access to and security of these properties, which are within the grounds of the Abbey.

## **7. APPRAISAL**

- 7.1 The main issues to consider are the impact of the proposals on the character, appearance and historic significance of the listed building and the conservation area.
- 7.2 Additionally, in respect of the planning application it is necessary to consider the impact of the proposed uses on adjoining occupiers and on the setting of the historic park and the wider area.

### **Alterations and additions to the buildings**

- 7.3 The proposal includes several significant interventions / alterations to the buildings, most significant of these is the introduction of a replacement conservatory into the gap left by the removal of the previous conservatory, and the building of a commercial kitchen with access link.
- 7.4 It is necessary to fill the gap left by the previous conservatory, in order to present the building in a complete form. The new addition will also provide restaurant facilities which are necessary to ensure a viable future for the Abbey buildings.
- 7.5 The proposed commercial kitchen would follow the footprint and design of a cottage which was historically in this location, but which has been demolished, prior to the buildings being listed. It is necessary to provide a commercial kitchen for catering for functions and the other alternatives would have been either new build in a previously

undeveloped part of the site, or conversion of a part of the existing historic interior, both of which would have been more damaging than this location. The current location is considered to be the least sensitive location for this facility and minimises the harm to the integrity of the building.

- 7.6 Also proposed is the introduction of a glazed panel in the central doorway of the coach house. This is an amendment from the previously proposed glazing to all three doorways and is now felt to be the minimum intervention necessary to allow this building to be used.
- 7.7 The original submission proposed a glazed link between the coach house and the adjacent stable block. This has now been deleted from the plans due to concerns of officers and English Heritage that this would be detrimental to the character of the walled garden and both buildings.
- 7.8 Internally the most significant alteration is the introduction of lifts to facilitate access for those with disabilities and the continuation of an existing staircase down to basement level. These changes are designed to facilitate full access to the building and it is considered that any harm to the historic integrity is outweighed by this benefit.
- 7.9 The demolition of the first floor bathroom extension, which formed part of the previous listed building consent application (N/2013/0832), has also been included in this application. This is considered to represent an enhancement of the historic character of the building. For completeness it is proposed to again attach the condition regarding remediation of scarring following demolition.
- 7.10 Within the 19<sup>th</sup> Century stables the alterations would be limited to the removal of more recent alterations and additions to the buildings, and whilst two glazed screens are also proposed it is considered that in general terms these alterations are sympathetic and would improve the appearance of these buildings.
- 7.11 Concerns have been raised by the Twentieth Century Society regarding sculptures in the gardens. These are unaffected by the proposals, however these concerns will be brought to the attention of the applicant.

#### **Changes of use proposed under the planning application**

- 7.12 The planning application proposes a number of new uses for the existing building and the proposed new structures. The use of the principal rooms in the South Range, together with the new conservatory and the existing Billiard Room would be to provide for functions and events such as weddings, conferences etc.
- 7.13 First floor rooms in the South Range would be used for commercial lets whilst other rooms would be used for holiday lets. The remainder of the

main buildings would be used as a visitor attraction and interpretation and ancillary rooms, including a shop.

- 7.14 The 19<sup>th</sup> Century Stables would be used as studio / workshops.
- 7.15 In general terms it is considered that this range of uses would be appropriate for the buildings and would allow them to regain an economic use.
- 7.16 The potential impact of the proposed uses on the adjoining residents and the wider area must also be considered, however.
- 7.17 The use as a conference / wedding venue has the potential to cause disturbance to adjoining residents within the cottages on the site. In this respect it is considered that the impact would be mitigated by the separation between the proposed function rooms in the South Range, which are at the furthest part of the site from these residents, and further still from the siting of the previously approved temporary use for weddings and functions within marquees in the walled garden.
- 7.18 Furthermore, the potential impact of this use must be balanced against the need to find a viable economic use for the building.
- 7.19 The hours of functions would be covered by the need for a licence, and any excessive noise could also be controlled by other legislation. However, if complaints are made this could ultimately result in a requirement for the use to cease, which would damage the economic viability of the buildings. It is, therefore, necessary to control the hours of use and a condition to this effect is proposed.
- 7.20 As part of the commercial kitchen there is a need for fume extraction, and some details of this are included within the application. However, it will be necessary for further details of these to be provided, as with any application for a use of this type, and a condition to this effect is proposed. A further consultation has been undertaken with Environmental Health and the results of this will be reported by means of the Addendum. A bin storage area is indicated on the submitted plans.
- 7.21 The use of some rooms as commercial lets within the building and the workshop use in the 19<sup>th</sup> century stables in particular would potentially result in some impact on neighbouring residents, however it is not considered that this would be significant, given that the proposed uses would be light industrial workshops and office space, which by definition do not lead to significant noise and disturbance. It is also considered that the daily occupation of parts of the building and site would be very helpful in terms of security as this would provide a presence on the site.
- 7.22 The proposal includes two units of “holiday lets” within the main building. These would form an ancillary use to the overall mixed use of



the building and as such it will not establish a Class C3 residential use. Due to this ancillary nature it is not considered necessary to control this use by conditions. It is not considered that this use would have any significant impact on the area and this would have the benefit of providing some security to the building due to this presence on site overnight.

- 7.23 The use as a visitor attraction would have significant benefits of allowing the public to view and visit the building and to appreciate its history and significance. The gardens are already open to the public and whilst the proposal would potentially increase visitor numbers it is not considered that this would have any undue adverse impact on adjoining residents.
- 7.24 The existing parking area would be remodelled. However 46 spaces would remain, supplemented by event parking for over 250 cars which would provide sufficient parking for the proposed uses. The location of the proposed parking would prevent any undue disturbance to residents on the site.
- 7.25 Delapre Abbey falls within the boundary of the Delapre Park Conservation Area. It is considered that both the improvement and alteration works would enhance the character and appearance of the Conservation Area. The additional use of the Abbey buildings would have a neutral impact on the setting of the Conservation Area in line with the advice contain in the NPPF.
- 7.26 In conclusion, it is not considered that the proposed uses would have any undue detrimental impact on adjoining residents / occupiers or result in any significant adverse impact on the highway network.

## **8. CONCLUSION**

- 8.1 The proposed alterations, extensions and change of use will ensure the future economic viability and long term survival of the buildings and help to ensure their removal from the Buildings at Risk Register. The proposals will not result in any detrimental impact on the character and historic significance of the buildings, and would not adversely affect adjoining residents or impact on the local highway network.

## **9. CONDITIONS**

### **9.1 Planning Application N/2013/0612:**

- (1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved plans: 233554 - 100 B, 101 A, 103 C, 104 B, 105 A, 106 A, 107 A, 108, 109, 110 B, 111 A, 112 E, 113 A, 114 A, 115 A, 116 B, 117 B, 118 E, 119 E, 120 D, 121 A, 122 B, 123 C, 124 B, 125 C, 126 C, 127 B, 128 C, 129 B, 130 A, 131 A, 132 A, 133 A, 134 A, 135 A, 150, 151, 152, 153, 154, 155, 160, 170, 171, 172, 173, 201 B, 203 B, 204 G, 205 G, 206 G, 207 E, 208 D, 210 A, 211, 212, 213, 216 B, 218 B, 219 B, 220, 221, 222, 223, 224, 225, 226 A, 22, 230 A, 231 A, 232 B, 233 B, 234 C, 235, 236 B, 255 B, 256 B, 257 B, 258 C, 260 A, 261, 263, 264, 265, 601, 602, 610, 611 A.

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

- (3) All excavations shall be carried out in full accordance with a suitable programme of archaeological work, which shall be first submitted to and approved in writing by the Local Planning Authority prior to the commencement of any construction works on site.

Reason: To ensure the protection of the integrity of the Listed Building in accordance with the NPPF

- (3) Notwithstanding the submitted plans, full details of the fenestration of the proposed conservatory shall be submitted to and approved in writing by the Local Planning Authority in consultation with English Heritage and the fenestration shall thereafter be installed in full accordance with the approved details.

Reason: To ensure the protection of the integrity of the Listed Building in accordance with the NPPF.

- (4) Notwithstanding the submitted plans, further details of the materials to be used for new windows, doors, glazed screens and all external facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of any work. The development shall be carried out using the approved materials.

Reason: To ensure the protection of the integrity of the Listed Building in accordance with the NPPF.

- (5) The premises shall be open only between the following hours for each of the proposed uses: Café / Restaurant and Holding of Functions / Events – 8am to 10.30pm on all days; Business Studios / Workshops – +9am to 6pm on all days; Visitor and Heritage Centre With Ancillary Retail – 10am to 5.30pm on all days.

Reason: In the interests of the amenities of the occupiers of nearby properties in accordance with Policy E20 of the Northampton Local Plan.

- (6) A scheme for the collection, treatment and dispersal of cooking smells and fumes shall be submitted to and approved in writing by the Local Planning Authority and the approved scheme shall have been implemented prior to the premises being used for the permitted purpose and retained thereafter.

Reason: In the interests of the amenity of the surrounding locality and to secure a satisfactory standard of development in accordance with the NPPF.

## 9.2 **Listed Building Consent Application N/2013/0613:**

- (1) The works hereby permitted shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

- (2) Notwithstanding the submitted plans, full details of the fenestration of the proposed conservatory shall be submitted to and approved in writing by the Local Planning Authority in consultation with English Heritage and the fenestration shall thereafter be installed in full accordance with the approved details.

Reason: To ensure the protection of the character of the Listed Building in accordance with the National Planning Policy Framework.

- (3) Following the demolition of the first floor bathroom extension, a survey of the building scarring resulting and a strategy for its remediation shall be submitted to and approved in writing by the Local Planning Authority. The repair works to the scarring to the building shall then be carried out in full accordance with the approved remediation strategy.

Reason: To ensure the protection of the character of the Listed Building in accordance with the National Planning Policy Framework.

- (4) Notwithstanding the submitted plans, further details of the materials to be used for new windows, doors, glazed screens and all external facing materials shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of any work. The development shall be carried out using the approved materials.

Reason: To ensure the protection of the integrity of the Listed Building in accordance with the NPPF.

- (5) Prior to work commencing on Phase 1 of the development (as set out in the submitted Design and Access Statement) a detailed schedule of works to be undertaken in Phase 1 shall be submitted to and be approved in writing by the Local Planning Authority. The schedule of works shall show in detail the timescale, nature, scope, materials,

methodology and approach to those works, including drawings where necessary. The works shall thereafter take place in full accordance with the approved details.

Reason: To ensure the protection of the integrity of the Listed Buildings in accordance with the advice contained in the NPPF.

- (6) Prior to work commencing in respect of works not falling within Phase 1 of the development (as set out in the submitted Design and Access Statement) a detailed schedule of such works shall be submitted to and be approved in writing by the Local Planning Authority. The schedule of works shall show in detail the timescale, nature, scope, materials, methodology and approach to those works, including drawings where necessary. The works shall thereafter take place in full accordance with the approved details.

Reason: To ensure the protection of the integrity of the Listed Buildings in accordance with the advice contained in the NPPF.

## **10. BACKGROUND PAPERS**

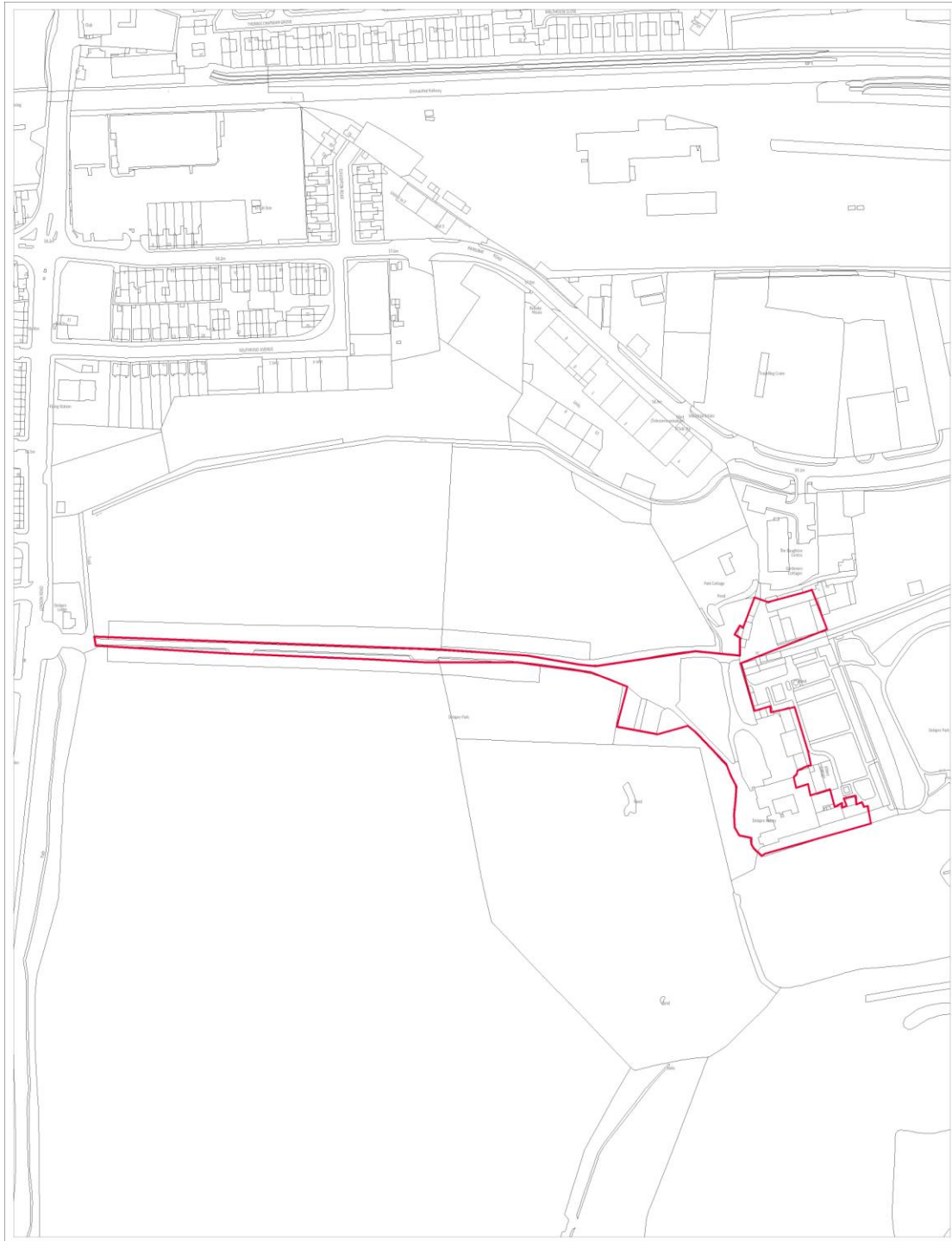
- 10.1 Application files N/2012/0612 and N/2012/0613.

## **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.



Name: **Planning**  
Date: **14th October 2013**  
Scale: **1:3000**  
Dept: **Planning**  
Project: **Committee**

Title

## **Delapre Abbey, London Road**

Produced from the 2011 Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office. © Crown Copyright  
Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Licence number: 100019655