

BOROUGH OF KETTERING

Committee	Full Planning Committee - 05/04/2016	Item No: 5.5
Report Originator	Duncan Law Development Officer	Application No: KET/2016/0132
Wards Affected	William Knibb	
Location	14 Green Lane, Kettering	
Proposal	Full Application: Conversion of ground floor offices to 1 no. one bedroom flat (C3) and 1 no. five bedroom shared residential unit (C4)	
Applicant	Mr A Cooke Red Box Developments,	

1. PURPOSE OF REPORT

- To describe the above proposals
- To identify and report on the issues arising from it
- To state a recommendation on the application

2. RECOMMENDATION

THE DEVELOPMENT CONTROL MANAGER RECOMMENDS that this application be APPROVED subject to the following Condition(s):-

1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this planning permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended) and to prevent an accumulation of unimplemented planning permissions.

2. The development hereby permitted shall not be carried out other than in accordance with the approved plans and details submitted with the application.

REASON: In the interest of securing an appropriate form of development in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

3. No development shall take place on site until full details of the proposed refuse storage and collection points have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

REASON: To secure a high quality design and in the interests of visual amenity in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy

Officers Report for KET/2016/0132

This application is reported for Committee decision because there are unresolved, material objections to the proposal

3.0 Information

Relevant Planning History

KET/2015/0660 – Application for Listed Building Consent - Conversion of ground floor offices to 1 no. one bedroom flat (C3) and 1 no. Six bedroom House in multiple occupation (C4) – REFUSED at Full Planning Committee on the absence of full planning permission.

KET/2015/0663 - Conversion of ground floor offices to 1 no. one bedroom flat (C3) and 1 no. six bedroom House in multiple occupation (C4) – REFUSED at Full Planning Committee on lack of amenity space for future residents

KET/2005/0761 - Residential conversion of the existing factory unit with eight flats on the first floor and second floor and three office units on the ground floor - APPROVED

KET/2005/0762 - Listed Building Consent: Internal and external works to the building as outlined in the application to convert the building to residential on the first and second floors and office units on the ground – APPROVED

Site Description

Officer's site inspection was carried out on 03/03/2016

The site is located within the Kettering Town Centre on Green Lane and is occupied by a former boot and shoe factory known as Dalkeith Works.

Although once famous for its industry, most of the factories have been closed for some time, the buildings remain. The building was listed in 2004 and the special interests of this building lies with the external elevations, particularly noteworthy are the large windows and stone dressings along the front and rear elevations which add considerably to its external appearance. It is stated that the building is a landmark feature within Kettering Town Centre which retains its fine external appearance. It is typical example of a late nineteenth century former shoe factory being no more than four storeys high with a regular pattern of round head windows and a domestic appearance that is integrated into its streetscape, effectively terminating the street.

The current use of the building is 8 residential flats on the first and second floor with the vacant office units on the ground. As a result of the lack of tenants, the ground floor is showing sign of disrepair both internally and externally with water ingress causing patches of damp and mould.

The listing states:

'Boot and shoe factory. 1873, extended in similar style by 1884. For Abbot and Bird. Orange-red brick with stone ashlar dressings. C20 concrete tile hipped roofs with deep eaves supported on shaped stone eaves brackets. Italianate style. 3 storeys with 2-storey and single-storey elements on right end. Main range has 17-window front of cast-iron framed windows with round-arched heads to ground and first floors and segmental above. Raised storey bands and quoins. Doorways in slightly projecting 2- and 3-window elements to centre and far right (the latter the pre-1884 extension).

The right end has the 2-storey element of 2 windows over doorway in moulded stone surround and small window, and a single-storey 3 windows and doorway element. Rear walling has brick window heads.

HISTORY.

This factory was built for Abbot and Bird in 1873 and they are noted as still operating here until c.1914 when it was bought by James Partridge, a shoe mercer and manufacturer. By 1924 it had become a printing works.

This well-detailed factory was one of the earliest large boot and shoe factories in Kettering and was built in the Italianate style, the fashionable one for factories in the town. This example is one of the earliest and most impressive boot and shoe factories to survive and it retains its fine external appearance'

Proposed Development

Conversion of ground floor offices to 1 no. one bedroom flat (C3) and 1 no. five bedroom shared residential unit (C4). This application is to be read in conjunction with KET/2016/0133 which is the application for Listed Building consent.

Of further relevance is KET/2015/0663 which was for the conversion of ground floor offices to 1 no. one bedroom flat (C3) and 1 no. Six bedroom House in multiple occupation (C4) that was refused at Full Planning Committee on lack of amenity space for future residents. As the application is principally the same other than a reduction in the number of bedrooms in unit 2, much of the report has been replicated and updated below.

Any Constraints Affecting The Site

Listed Building
Conservation Area

4.0 Consultation and Customer Impact

Highway Authority

- No objection subject to condition requiring a scheme for cycle storage

Neighbours

One Objection received regarding:

- Parking
- Overlooking and loss of privacy

5.0 Planning Policy

National Planning Policy Framework

Paragraph 17 - Core Planning Principles

Policy 2 - Ensuring the Vitality of Town Centres

Policy 7 - Requiring good design

Policy 12 - Conserving and enhancing the Historic Environment

Development Plan Policies

North Northamptonshire Core Spatial Strategy

Policy 13 - General Sustainable Development Principles

Kettering Town Centre Area Action Plan

Policy 12 – Heritage Conservation and Archaeology

Policy 23 – The Cultural Quarter

Emerging Policy

North Northamptonshire Joint core strategy 2011–2031

Policy 2 – Historic Environment

Policy 8 – North Northamptonshire place shaping principles

Policy 29 – Distribution of new homes.

6.0 Financial/Resource Implications

None

7.0 Planning Considerations

The key issues for consideration in this application are:-

1. Principle of development
2. Design, character and appearance
3. Residential amenity
4. Heritage Assets (Listed Building)
5. Parking and Highways
6. Refuse

1. Principle of development

Paragraph 14 of the National Planning Policy Framework encourages a presumption in favour of sustainable development. Policy 2 of the National Planning Policy Framework requires planning authorities to promote vibrant and competitive town centres and encourage the vitality and vibrancy of town centres by ensuring an appropriate mix of uses. Policies 1 and 9 of the North Northamptonshire Core Spatial Strategy encourage sustainable development within existing built up areas.

The application site lies within the designated Town Centre Plan Boundary as allocated in the Kettering Town Centre Area Action Plan. Furthermore, the application site is located within the Cultural Quarter of Kettering town centre as defined by Policy 23 of the Kettering Town Centre Area Action Plan. This policy is supportive of uses that contribute to the vitality and viability of the town centre and concludes that residential use would achieve this.

Through negotiation during a previous submission (KET/2016/0663) Kettering

Borough Council's Housing department worked with the developers to ensure that the final design of the internal spaces were in accordance with required Amenity and Space standards including fire safety.

Policy 29 of the emerging North Northamptonshire Joint core strategy 2011–2031 focuses housing development in the growth towns such as Kettering and states that the re-use of suitable previously developed buildings will be encouraged. Policy 2 of the JCS requires proposals to conserve or enhance the heritage significance of heritage assets, appreciate the impact of development on heritage assets and their setting so as to minimise harm. Policy 2 e) is particularly pertinent to this application as it promotes the re-use of heritage assets at risk. Although not ranked as 'at risk' on the register, the lack of occupants on the ground floor of this listed property is certainly detrimental to the health of the building as a whole. The submitted Design and Access Statement states that the offices were marketed for a period of over 12 months without success. Policy 8 e) of the emerging North Northamptonshire Joint core strategy 2011–2031 states that development should ensure quality of life and safer and healthier communities by protecting amenity by 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. The North Northamptonshire Joint Planning Unit (JPU) considers that significant weight can be given to the JCS given the policies have been tested through the Examination Hearings and Main Modifications have been published for consultation.

Therefore, the principle of development for this proposal is established subject to the satisfaction of the development plan criteria

2. Design, character and appearance

With regard to the design, character and appearance of the proposal, policy 7 of the NPPF sets out the importance of good design. CSS Policy 13 (h) requires new development to be of a high standard of design, architecture and landscaping, respect and enhance the character of its surroundings and be in accordance with the environmental character of the area. The property is located within the Cultural Quarter of the town centre and is surrounded by a mix of residential and commercial uses. Residential use in this locale is supported by national policy in the form of policy 2 of the NPPF and policies 1 and 9 of the CSS, 23 of the KTC AAP and 29 of the emerging JCS.

Within the listing description it is noted that the buildings retains its 'fine external appearance' and officers involved in previous applications agreed with the listing that states the special interest of this building lies with the external elevations of the building and that of particular note are the windows and stone dressings. The front elevation of the factory retains an impressive external appearance with strong local significance. The front of the site that presents itself to the public realm will be retained and its architectural merits unaltered.

This application will preserve the character and appearance of the building, is considered to be a suitable use in terms of planning policy and will not have a detrimental impact upon the amenity of the area. In terms of the way the

building is used and functions it will not result in a change to the character of the area. The new development respects and enhances the character of its surroundings in accordance with policy 7 of the NPPF, policy 13 of the CSS and the design of the proposed development meets the requirements of Policy 7 of the NPPF, policy 13 of the CSS and policy 8 d) and e) of the emerging JCS which require development to be of a high standard of design; to respect and enhance the character of the surroundings

3. Residential amenity

Policy 13 (l) of the North Northamptonshire Core Spatial Strategy requires development not to result in an unacceptable impact on the amenities of neighbouring properties or the wider area, by reason of noise, vibration, smell, light or other pollution. Sunlight and daylight will not be affected to any unwarranted degree as the proposal does not involve additions or extensions to the bulk of the building. Having regard to the position of windows, as these are to be unchanged, privacy and outlook will not be affected. There are residential flats on the first and second floors of the property and housing in the immediate and wider vicinity of the proposal and as such it is considered that further residential units in this location will not give rise to any adverse impacts on residential amenity. The rooms in the 5 bedroom unit are double rooms; however, these will be rented to one individual per room only so there will only ever be a maximum of 5 unrelated individuals at a certain time. The internal space made available to tenants of both units exceeds space and amenity standards of the Councils Housing service and has received support from KBC private Sector Housing Officers.

KET/2015/0663 - conversion of ground floor offices to 1 no. one bedroom flat (C3) and 1 no. Six bedroom House in multiple occupation (C4) was refused at Full Planning Committee against officer recommendation on lack of amenity space for future residents and storage including for refuse which has been addressed through this application by reducing the number of bedrooms from 6 to 5. Subsequently there are additional storage areas and cycle stores. There is no policy requirement for flats to have outdoor amenity space. It should also be noted that if the building was not listed, permitted development rights currently apply in respect of the change of use of premises from a B1 (a) office use to C3 residential use. This is subject to Prior Approval being sought in respect of flooding, contamination, highways and transport issues. There are no demands or requirements made with respect to outdoor amenity space under this type of application.

Overall it is considered that the proposal would have an acceptable impact on the amenity of neighbouring properties, and on the future amenity of residents of the proposed dwellings, in accordance with Policy 13 of the CSS. The layout, scale and design are such that no unacceptable negative impacts in terms of overlooking, overbearing, loss of light or loss of privacy should occur. The impacts are considered reasonable and appropriate to the context and character of the area.

4. Heritage Assets (Listed Building)

The building is Grade II listed; section 72 of the Planning (Listed Buildings and

Conservation Areas) Act 1990 requires that “special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”. The host property is a prominent feature on the street scene, and therefore proposals to add to it can have important ramifications for the wider area and adjacent Conservation Area. However, the proposal does not involve any external changes or alterations that will be visible from the public realm or the adjacent conservation area. The conversion of the ground floor from an office use to residential will entail entirely internal alternations leaving the external façade of the building unchanged. Pertaining to the proposed internal alterations, it was felt important to protect the large open central space as much as possible and avoid development that would adversely affect the main range of cast-iron framed windows with round-arched heads on the northern elevation. Through negotiation, the position of the internal rooms has been rearranged to avoid sub-dividing the longest remaining range of 5 windows on the northern elevation and describes the proposed alterations as having limited impact on the historic fabric of the building thereby preserving the special architectural quality and historic interest of the building. Therefore, there will be no impact on the character and appearance of the listed building, surrounding development, the wider street scene or the adjacent Conservation Area. The proposal, therefore, can be said to preserve the character of its surroundings in accordance with section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy 12 - Conserving and enhancing the Historic Environment of the NPPF, Policy 12 – Heritage Conservation and Archaeology of the AAP and policy 2 of the emerging JCS.

5. Parking and Highways

Policy 13(d) and (n) of the North Northamptonshire Core Spatial Strategy requires new development to have a satisfactory means of access, provide for parking, servicing and manoeuvring to adopted standards, and not to have an adverse impact on the highway network nor prejudice highway safety.

An objection to the submitted scheme was received in terms of the parking provision for the proposals.

According to the Local Highway Authority, the existing B1 use (342sqm) would have generated 11 car parking spaces. The current proposal could see the 1 bed flat with 2 cars and each room in the flat with 1 car each, potentially giving a total of 7 cars. It is reasonable to consider that car parking levels will be lower than the previous use. Given this and the town centre location where there are areas within walking distance to distribute parking as required, it is considered no parking provision is required in this case. Policy 6 of the Town Centre AAP supports low or zero car parking on sites in close proximity to services, amenities and public transport. It goes on to say that all residential developments will provide secure cycle storage. Cycle parking has not been detailed in the application but it is felt that areas could be made available within the sites red line. It goes on to say that all residential developments will provide secure cycle storage which has been satisfied with the inclusion of 14 spaces.

As a result, the development therefore accords with (d) and (n) of policy 13 of the CSS

6. Refuse

On the submitted plan, storage for refuse is shown but notwithstanding this, it is considered prudent to apply a condition to this permission requiring a scheme for refuse storage and more importantly collection facilities to be made available. Subject to this condition, it is considered that the proposal complies with Policy 13 (l) of the CSS.

Comments on other points raised by proposal - none

Conclusion

The proposed development accords with both national and local planning policy and there are no material planning matters that indicate against the scheme; as such it is recommended that planning permission should be granted.

Background Papers

Title of Document:

Date:

Contact Officer:

Previous Reports/Minutes

Ref:

Date:

Duncan Law, Development Officer on 01536 534316