

BOROUGH OF KETTERING

Committee	Full Planning Committee - 05/04/2016	Item No: 5.6
Report Originator	Duncan Law Development Officer	Application No: KET/2016/0133
Wards Affected	William Knibb	
Location	14 Green Lane, Kettering	
Proposal	Application for Listed Building Consent: 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 works to which this consent relate shall be begun before the expiration of 3 years from the date of this consent.

REASON: To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) and to prevent an accumulation of unimplemented consents.

2. No works shall take place on site until full details of all wall construction (in cross section) and secondary glazing and their attachment have been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved details.

REASON: Details are required prior to commencement of development in the interests of preserving the architectural/historic interest of the listed building in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

Officers Report for KET/2016/0133

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

Application for listed building consent: 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/2016/0132 which is the application for full planning permission.

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. Subsequently, the Listed Building application for the same scheme was refused as there was not full planning permission in place. 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 Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

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. Impact of the development on the historic fabric of a Grade II Listed Building

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It is implicit in the wording of Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Policy 12 of the NPPF that Local Planning Authorities (LPA's), when determining applications for Listed Building Consent, have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses and that designated heritage assets must be taken into consideration when determining any application. Section 66(1) states that in considering whether to grant planning permission for development which affects a Listed Building or its setting, special regard is required to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Therefore providing a proposal can demonstrate that it satisfies these criteria it is likely to accord with the 1990 Act.

Policy 13(o) of the North Northamptonshire Core Spatial Strategy requires new development to conserve and enhance designated built assets. Policy 2 of the emerging Joint Core Strategy 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. 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.

The NPPF states at paragraph 131 that when determining planning applications that involve heritage assets, LPA's 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;
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 128 of the NPPF requires applicant to describe the significance of any affected assets. The submitted Design and Access Statement (Incorporating Impact and Justification Statement) contains extracts from the listing description that espouses the values of the external elevations and windows and gives a brief explanation of the cultural significance of the buildings inception as part of the local Boot and Shoe industry to its later incarnation as a printing works.

The justification for the change of use to residential is that the 3 offices have been vacant despite having been marketed for a period of over 12 months. With regard to economic viability, it is considered that a viable and active residential use is preferable to a vacant office.

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 current application for 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. There is to be secondary glazing and wall insulation to be installed to improve the thermal efficiency of the property and it is considered appropriate for the details to be secured through an applicable condition.

The level of detail supplied with the application is considered to be of sufficient detail to be able to fully assess the proposal in accordance with Paragraph 128 of the National Planning Policy Framework and as such no further details are required by condition. The works are limited in scale and will have a less than substantial impact on the significance of the listed building thereby according with both Paragraphs 131 and 132 of the National Planning Policy Framework, Policy 13 of the North Northamptonshire Core Spatial Strategy and Policy 2 of the emerging JCS.

As stated, there are no external changes proposed and the building already has a principally residential use. The wider area is of mixed use located adjacent to Kettering Town Centre so the additional residential units will not be detrimental to the character of the area. Indeed it could be judged to improve the locale as the ground floor is currently vacant and there is a public benefit to introducing an active use to an otherwise redundant floor of a listed building. The effects of the proposal are therefore considered acceptable in this instance subject to conditions.

Comments on other points raised by proposal- Issues with regard to parking and amenity as raised by neighbouring objectors will be considered through the full planning application KET/2015/0132

Conclusion

The scheme is in accordance with national and local planning policy, including Policy 13 of the North Northamptonshire Core Spatial Strategy, Sections 7 and 12 of the National Planning Policy Framework and Section 66 of the Planning and Listed Buildings Act 1990. The works are limited in scale and will have a less than substantial impact on the significance of the listed building thereby according with both Paragraphs 131 and 132 of the National Planning Policy Framework, Policy 13 of the North Northamptonshire Core Spatial Strategy and Policy 2 of the emerging JCS.

Background Papers

Title of Document:

Date:

Contact Officer:

Duncan Law, Development Officer on 01536 534316

Previous Reports/Minutes

Ref:

Date: