



**Applicants:**  
St Andrews Healthcare

**Application No:**  
10/0172/OUTWNN

**Date Registered:**  
25.10.2010

**Expiry Date:**  
24.01.2011

**Grid Ref:**

**Ward:**  
St Crispins

# Northampton UDA Planning Committee Paper

Report by Director of Planning Services

**Date of Committee Meeting:** 12<sup>th</sup> July 2011

**Agenda Item:** 4

**Description:** Outline application for residential mental healthcare institution. All matters reserved except access.

**Address:** Former Cliftonville Middle School, Cliftonville Road, Northampton

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## 1. Recommendation

1.1 The application be **APPROVED** and outline planning permission be granted with all matters reserved except for access to the site subject to the conditions set out in the report and for the reason set out below.

1.2 The issuing of the decision notice be delegated to the Director of Planning Services upon completion of the S106 planning agreement addressing the matters set out in the report.

## Reason for Approval

The proposed development would provide for a beneficial healthcare facility in Northampton of local and national importance. The development would meet planning objectives of good inclusive design and sustainability and would enhance the visual amenity of the local area without harming the amenity of any nearby residents. The loss of the school site and its associated playing fields was addressed and considered acceptable when planning permission was granted for the associated healthcare facility nearing completion to the east of the application site. The proposal is considered compliant with Policies E12, E17, E20 and E40 of the Northampton Local Plan.

## 2. Description of Site

The full extent of land within St Andrew's ownership is shown in blue on the site plan with the 3.83 ha (9.46 acres) Cliftonville Road site shown in red.

- 2.1 The 1960's former school building located in the north-east corner of the site was converted in 2007 into the Braye Centre, a STAH training and administrative facility. The remaining site area presently performs two functions within the St Andrew's campus. To the north of the access road is additional overspill parking. To the south of the access road is the temporary construction compound for the William Wake House Development site. The site has a gradual slope, falling approximately 5.4m from the north to the south along the Cliftonville frontage.
- 2.2 To the north of the site is The Nurseries, a residential cul-de-sac with 4-storey flats fronting Cliftonville Road. These properties drop to 3-storeys in height as one travels easterly along the application site's northern boundary, with single-storey assisted living units at the very rear of the Nurseries site.
- 2.3 To the east of the application site is the new William Wake House facility. This development, approved in 2008, was designed as the first phase of development on the STAH Cliftonville Road site. The relationship between William Wake House and the westerly (frontage) part of the site is considered fully in the Design and Access statement.
- 2.4 To the south, the site is bounded by Cliftonville House, the recently vacated municipal offices of Northampton Borough Council and Brer Court, single-storey, detached local authority hostel accommodation. The application site's levels on the southern boundary fall by between 0.5 to 1.5m. There is existing tree screening along this boundary.
- 2.5 To the west is a mix of garage and vehicle sales premises fronting Cliftonville Road and facing the STAH Cliftonville, development site opposite.
- 2.6 The St Andrew's Healthcare campus including the Braye Centre is served by a comprehensive and accessible public transport network running along Billing Road to the north and Cliftonville Road immediately adjacent to the west. These provide regular bus services into Northampton and connections to the wider area of the county and beyond.

### 3. Description of Proposal

- 3.1 The application is an outline with all matters reserved ( appearance, landscaping, layout and scale) except access for a part two part 3 storey residential mental health facility (RMHF) offering mental health accommodation for 180 residents with associated parking and servicing areas, landscaping and other infrastructure work with repositioned access and highway improvement works to Cliftonville Road.

The application is accompanied by the following suite of documents:

- Drawing pack in accordance with WNDC validation of planning applications requirements
- Design and access statement
- Transport assessment
- Framework Travel Plan
- Phase 1 Ecology report
- Tree condition survey and assessment
- Air quality assessment
- Flood risk assessment
- Drainage Assessment
- Landscape master plan
- Energy Options study
- BREEAM sustainability statement

- 3.2 Under the current regulations an outline application has to include certain information: the use(s) proposed for the development; the amount of development; an indicative layout; and scale parameters including an indication of the upper and lower limits for height, width and length of each building.

- 3.3 The applicant has stated the following:

*The proposed development is intended to provide residential mental health accommodation, for the treatment of a range of psychiatric conditions. The built development will comprise four principal linked buildings containing twelve wards to accommodate a total of 180 bed-spaces. The state-of the-art ward accommodation will comprise patient en-suite bedrooms, day-rooms, dining, on-ward therapy facilities, nurse base, patient/staff ancillary accommodation, and secure external courtyards. The central support facilities will include reception, visitors' facilities, therapy, tribunal, service support and plant, staff support and ancillary office areas.*

*The proposal is to provide four linked buildings combined to form approximately 26,600 sq m gross internal floor area. The amount and configuration of accommodation is largely determined by national minimum standards and best practice guidelines. Patient and therapy areas will be contained on two floor levels with administrative offices and in building services areas located on a further level*

*above. Parking provision is proposed for 120 cars, serving staff and visitors predominantly contained within the building envelope at the ground level. Provision is to be made to accommodate secure storage for bicycles.*

*The design and orientation of the new buildings are designed to integrate with the recently completed William Wake House building. Two 'gatehouses' will frame a long view along a central avenue to the distinctive portico on the western front of William Wake House. Along this central avenue the buildings are positioned around a pedestrian piazza. The height of the building is directly influenced by the minimum ceiling height required for patient areas which results in a floor to floor height of some 4.5m. This produces an effective parapet height of 9.5m from ground level at the northern end, where the site slopes upwards and 15m to the south. The scale and the massing of the development have been designed to respond to the local surroundings and the character of William Wake House. The street frontage along Cliftonville Road maintains a similar eaves height to the four-storey flats north of the site. This provides for a 3 storey street frontage reducing to 2 storeys for the buildings behind the Cliftonville Road frontage.*

*The design is of the similar classical style as William Wake House although more modest in appearance. The buildings are intended at this stage to be constructed with brick and stucco walls and slate roofs. The proposed stucco would be rusticated on the lower level to create a solid base. Full details of proposed materials will be included as part of reserved matters approvals for the design of the buildings. Windows are arranged to express the uses behind while creating a regular composition. The Design and Access Statement explores fully the interaction between the new proposals and the William Wake House design which offers an impressive backdrop to the development site.*

*Staff and visitor access to the buildings, including bicycle and pedestrian access, will be from the Cliftonville Road. All service vehicular access to the new development will enter from Cliftonville Road and proceed to the basement access ramp on the south road that links to William Wake House.*

*The buildings will be contained within an area defined by the perimeter planting, forming an edge to the site and William Wake House to the east. National standards require the enclosure of patient areas either by buildings, walls or fences of a regulated height. It is St Andrews Healthcare (STAH) desire that wherever possible this enclosure should be achieved by buildings rather than fences, in order to create a more harmonious and less institutional environment.*

*All new buildings will be designed in detail to be highly energy efficient in their operation with the proposed development seeking to achieve the highest possible BREEAM ratings commensurate with any acknowledged logistical constraints. Further*

*detail on this issue is provided in the Energy Options Study and the BREEAM pre-assessment report accompanying the application.*

*As part of the new development the existing vehicular and pedestrian access from Cliftonville Road to the Braye Centre which will be relocated further to the south to improve the site access and serve the new development and William Wake House. Whilst further engineering detailed design of this access will no doubt be the subject of planning condition on the approval, consent is sought for the means and positioning of this vehicular access under the terms of this outline application. This matter is not reserved for subsequent approval.*

*The access road into the site will include a pick up and set down facility outside of the main entrances with limited visitor and disabled parking. There will also be a barrier between the new access road from Cliftonville Road serving the application site, to the rest of the STAH campus, restricting free access between these parts of the STAH campus. The proposed development will be linked by good pedestrian routes to the rest of the STAH Campus.*

#### **4. Policy Considerations**

##### **4.1 WNDK Purpose:**

Under S136(1) of the Local Government Planning and Land Act 1980, WNDK as an Urban Development Corporation has a statutory “objective” to deliver the regeneration of the area. The Secretary of State has determined that WNDK should have development control powers for certain types of development in order to carry out its objective.

##### **4.2 National Policy:**

PPS 1 Delivering Sustainable Development  
PPG 13 Transport  
PPG 17 Planning for Open Space, Sport and Recreation  
PPS 9 Biodiversity and Geological Conservation  
PPS 25 Development and Flood Risk

##### **4.3 Development Plan:**

East Midlands Regional Plan March 2009  
Northampton County Structure Plan Policy SDA1  
Northampton Borough Local Plan 1997 Saved Policies E12, E17, E19, E20, T22 and L2

##### **4.4 Other Material Documents:**

West Northants Joint Core Strategy Pre Submission February 2011  
Northampton Parking SPG (2003)  
Northampton Designing Out Crime SPG (2003)

## 5. Representations

### Northampton Borough Council

#### Arboricultural officer:

- 5.1 Refers to the submitted Tree condition survey and assessment and comments it is in accordance with the recommendations in BS 5837:2005. Recommends that the tree protection details and measures found in the report are conditioned.

#### Development Control

- 5.2 No objection to the proposal subject to conditions recommended by the Arboricultural Officer and Public protection Officer.

#### Environmental Health

- 5.3 No objections to the development subject to conditions being attached to any permission relating to: contamination, remediation, lighting and a construction environmental management plan

### NCC Sustainable Transport

- 5.4 Requested a number of planning conditions and S106 contribution of £90k as a contribution towards junction improvements in the vicinity of the site and the inclusion of a Framework Travel Plan which must be provided to the CC and agreed prior to the commencement of development.

### Northants Bat Group

- 5.5 Have read the ecological report and the bat section and agree with the findings and recommendations – have no objections.

### Environment Agency

- 5.6 No objection subject to conditions covering the following: details of a scheme for foul water drainage on and off site including demonstrating sufficient capacity; a scheme for surface water drainage: a scheme to deal with the risk of contamination of the site and no infiltration of surface water into the ground other than with the written consent of the LPA. A number of advice notes to the applicant are also set out.

### Anglian Water

- 5.7 Refer to their document 'Planning applications – Suggested Informative Statements and Conditions Report' which was attached to their response. Point out that they are obliged under legislation to provide water and wastewater infrastructure for domestic

purpose for new housing and employment developments. This report is standard advice covering Assets, Waste water Services including wastewater, fowl sewerage network, surface water disposal, trade effluent and suggested planning conditions. The recommended condition relate to the submission of a surface water strategy.

#### Natural England

- 5.8 No objection subject to a condition delivering the recommendations of the ecological survey and assessment.

#### Northamptonshire Police

- 5.9 Observations to the effect that it is noted in the BREEAM healthcare 2008 pre assessment report submitted with the application that it is the developer's intention to contact the CPDA early on to provide input into the design and that all recommendations will be incorporated. This approach is acceptable to the CPDA.

#### Wildlife Trust

- 5.10 Make a number of observations.
- Pleased to see an Ecological survey and assessment has been submitted with the application.
  - Agree with the findings and recommendations of the above assessment. – should be delivered through conditions/S106
  - Should consult other statutory consultees in relation to bats and birds.
  - Refer to the Tree condition survey and assessment. Point out that this needs to take into account their ecological and biodiversity value. Suggest various ways of enhancing the ecological and bio diversity value of trees.
  - Any proposed landscaping should take the opportunity of being planted with natives species of trees and shrubs.
  - Refer to the planning context of their comments being PPS 9 and Planning Sustainable Communities April 2005.

#### Highways Agency

- 5.11 State that they are content that this development will not have a significant impact on the strategic road network and have therefore issued a TR110 offering no objection.

### **6. Notifications and Responses**

Neighbour notifications were undertaken, site notices displayed and the application was advertised in the local press as a Major Development. No representations have been received.

## 7. Site History

- 7.1 Since St Andrew Healthcare secured the site they have obtained 2 planning consents and implemented them both.
- 7.2 The first was in December 2007 under reference 07/0308/FULWNN and was for a change of use of the former school to offices and a training centre for their staff.
- 7.3 The second was in October 2008 for a Residential Mental Healthcare Facility (RMHF) under reference 08/0075/FULWNN on the eastern part of the former Cliftonville Middle School site. This development is nearing completion and currently dominates the eastern edge of the site, in what is an elevated position.

## 8. Appraisal

### Issues:

- Proposed Use
- Amount of development
- Indicative layout
- Scale parameters
- Access including vehicle access,
- Appearance,
- Other material considerations.

### Proposed Use

- 8.1 The proposed use sits within Class C2A Secure (Residential Institutions) of the Town and Country Planning (Use Classes) Order 1987 as amended. The site is identified in the Northampton Local Plan (NLP) for educational purposes it being that of the former Cliftonville Middle School. Policy L2 of the LP states the following:

**PLANNING PERMISSION WILL NOT BE GRANTED FOR THE CHANGE OF USE, OR DEVELOPMENT FOR NON-EDUCATIONAL PURPOSES, OF ALL OR PART OF THE SCHOOL AND COLLEGE SITES LISTED IN APPENDIX 19 UNLESS:**

- A) IT CAN BE DEMONSTRATED THAT THE LAND OR FACILITIES LIKELY TO BE LOST ARE NOT NEEDED IN THE LONG TERM FOR ANY RECREATIONAL PURPOSES AND HAVE INSIGNIFICANT AMENITY AND LANDSCAPE VALUE, OR
- B) THE SCHEME RETAINS ALL OPEN SPACE OF SIGNIFICANT AMENITY/LANDSCAPE VALUE AND RETAINS OR PROVIDES ADEQUATE OUTDOOR OR INDOOR RECREATIONAL FACILITIES AVAILABLE FOR PUBLIC USE, OR
- C) THE EXISTING SPORTS AND RECREATIONAL FACILITIES CAN BEST BE RETAINED OR ENHANCED THROUGH THE REDEVELOPMENT OF PART OF THE SITE..

- 8.2 Cliftonville is listed in Appendix 19 of the NLP. The school has however been closed for a number of years and following the acquisition of the site by St Andrew's Healthcare and the planning permission granted to them in 2007 it has been converted to their training and administrative facility and is known as the Bray Centre.
- 8.3 In assessing the proposal against Policy L2 it is clear the site as an educational facility has been determined by the County Council as Education Authority as no longer required for such a purpose. However as the site also included school playing fields their loss needs commenting upon.
- 8.4 This issue was considered when planning permission was granted for the RMHF as this proposal included the giving up of the playing fields with the purchase of the whole site by St Andrews Healthcare.
- 8.5 In granting planning permission for that application it was determined that the loss of the playing fields was considered acceptable in lieu of a Section 106 payment of £122,342.00 to go towards the provision of sports pitches elsewhere.
- 8.6 Having regard to the above there is no objection to the principle of the proposed use of the site.

#### Amount of development

- 8.7 The application is required to include details of the amount of development for each use proposed. In this case the application in planning terms is for a single use which falls within Class 2A of the Town and Country Planning (Use Classes) Order 1987 as amended - Secure Residential Institutions.
- 8.8 The amount of development proposed is best expressed by the floor area of this scheme. This is 26585m<sup>2</sup> over 2 and 3 floors.
- 8.9 There is no objection to the principle of the amount of development proposed and it is therefore considered acceptable if the layout and scale of such a quantum can be satisfactorily delivered which is discussed below.

#### Indicative layout

- 8.10 The indicative layout is detailed above under Description of Proposal. In summary the proposal is for 4 distinct 'H' blocks of development including courtyards which together form a rectangular group of symmetrical buildings. It will be served by a singular vehicle access which leads onto the spine of the scheme which forms an open vista between the two pairs of blocks to William Wake House beyond. Each block contains 4x45 bed units made up of 15 bed wards. This will enable the development to be built in 1, 2, 3 and 4 phases although this has not yet been determined.

- 8.11 In terms of the relationship of the proposed layout of the scheme to the existing established layout of the area there is no clear pattern to be followed. It is William Wake House (WWH) to the rear of the site which the proposed development needs to satisfactorily relate to it forming part of what will be a wider mental healthcare development on the site as a whole.
- 8.12 WWH is a very substantial building which runs on an approximate north/south axis to the east of the application site and sets the context for any development on the application site. It is rectangular in form and is a singular building in appearance. The proposed development also has a strong north/south axis matching that of WWH albeit set out in 4 distinct elements of the same design. The east/west vista running along the opposite axis leading to and with views of WWH complements this.

It is concluded that this indicative layout is considered acceptable.

#### Scale Parameters

- 8.13 Applications have to include an indication of the upper and lower limits for height, width and length of each building within the site boundary. Each of the four blocks has an overall development footprint including courtyards measuring 80 x 57m. The width of the different elements varies between 10 and 12 m. The height of the development blocks vary from where they are three storey along Cliftonville Road at a maximum of 18m but where the predominant height is 17m or under to two storey where the maximum is around 11m to the top of the parapet walls. It needs to be noted that the change in levels across the site will have an effect on the finished ground levels and consequently the height of different elements of the scheme depending upon where they are positioned within the site.
- 8.14 Whilst the scale of the proposed development is a reserved matter the details submitted are of a development that will have a significant visual impact in particular along Cliftonville Road creating a new and imposing frontage.
- 8.15 The most relevant context for the development to be assessed against, as stated above, is WWH which itself is a single building of a larger, bulkier scale and has an imposing impact being sited on a higher part of the site and will in part be seen to form a backdrop to the setting of the current proposal when viewed from Cliftonville Road. The scale of the development to the south is that of the former offices of Northampton Borough Council which is likely to be redeveloped at some point in the future. This is a dated flat roofed two storey building of little architectural merit and is not an appropriate development to have regard to in understanding the context of the development.
- 8.16 Opposite the site on the western side of Cliftonville Road are a number of vehicle salerooms and commercial buildings with NHS administrative buildings further north.

These are of a scale typical for such buildings with the NHS building being 2/3 storey with pitched roof over. Immediately to the north sitting above the site as you rise up Cliftonville Road is the residential development of the Nurseries. This is an apartment development of 3 and 4 storey brick construction with tiled pitched roof over. Significantly it is separated from the application site by very tall conifer planting which is unaffected by the proposal. The proposed development will also be at a lower ground level than the apartments being proposed to be cut into the site to some degree at the northern end of the site. Further whilst the apartments are close to the boundary in part the proposed development at its closest point will be 17m at the rear of the site, increasing to 20m nearest to Cliftonville Road. At this latter point the proposed development because of the change in ground levels will only be 2 storeys high above what is the existing ground level.

- 8.17 Taking the above into account the scale parameters set out in the application are acceptable and would not result in an unduly incongruous form of development having regard to the established scale of development adjacent to the site nor have any adverse impact on the amenity of any nearby residential occupiers.

#### Access

- 8.18 Access to the site is submitted for formal approval and not as a subsequent reserved matter. A single vehicle access point is proposed off Cliftonville Road as the main access to the development. This will be located to the south of the existing vehicle access serving the existing use of the site. A pick up and set down facility is to be provided outside the main entrances with limited visitor and disabled parking.
- 8.19 Internally the access road serves the Cliftonville Road frontage but also extends around the southern boundary of the development up past WWH and links to the narrow existing service road which runs along the front of WWH and extends therefrom to the eastern campus of St Andrews Healthcare. A barrier is proposed between the new access from Cliftonville Road to the rest of the St Andrew's campus to prevent free access.
- 8.20 Service vehicles will enter from St Andrew's Campus East Gate off Billing Road and deliver to a centralised deliveries hub on the eastern side of the existing campus. From here it is the applicant's intention to use electric tug vehicles to move goods around the campus. Waste will be gathered from the RMHF using the same delivery network and transported to the St Andrew's central collection point from where waste collection vehicles will pick up waste. This arrangement means that no lorries should need to deliver to or from the building.
- 8.21 Pedestrian and cycle access will be provided from Cliftonville Road and via links to the rest of the St Andrew's campus. This will provide direct access to the bus stops on Cliftonville Road. Cycle parking facilities will be provided outside the main entrance and in the car park zones.

- 8.22 Within the St Andrew's campus the network of footpaths will be extended to provide safe pedestrian access to the new building. Pathways in the vicinity of the new building will comply with Part M of the Building Regulations within the constraints of the level changes across the site. The security perimeter pathway will have ambulant disabled compliant stairs but otherwise is not designed for use by the general public.
- 8.23 Northamptonshire County Council as Highway Authority have raised no objection to the proposed access and internal highway layout subject to recommending the attachment of conditions and the entering into of S106 agreement securing a sum of £90,000.00 towards improving the junction with Bedford Road to the south of the site and the submission of a Framework Travel Plan. This is discussed in detail below.

#### Appearance

- 8.24 It is appropriate to make some comment on the indicative design of the proposed development. Government guidance as set out in Circular 01/2006 states that *if appearance is reserved at the outline stage, the outline application does not need to provide any specific information on the issue. In such cases the design and access statement should explain and justify the principles behind the intended appearance and explain how these will inform the final design of the development.*
- 8.25 The design and access statement includes a relatively high degree of indicative detail of the proposed elevation to Cliftonville Road and the south elevation of the frontage to the northern block of development along the avenue forming the vista through from Cliftonville Road to WHH to the rear of the site.
- 8.26 The design fundamentally reflects the grandeur and elegance of some of the earlier buildings on the existing hospital campus dating back to the 1800's and more recently reflected in the design of WHH.
- 8.27 The new buildings are designed to respond to Cliftonville Road and to the striking new William Wake House. A varied elevation follows the line of the street in a symmetrical arrangement centred on two 'gatehouses' which frame a long view to the distinctive portico on the western faced of William Wake House.
- 8.28 The elevation onto Cliftonville Road is designed in three distinct parts: a pair of gatehouses and one each side of them, two nearly identical buildings. The two buildings are themselves divided into smaller parts: a prominent central bay and two side bays making the entrance to the car parks, all set along on a lower range with a mansard roof. This composition breaks down the scale of the buildings so as not to dominate the street facade and to relate to the existing buildings to the north.

- 8.29 The long view to the portico of WWH is created with an avenue running from west to east following the slope of the site. This avenue gives access to the main entrances to the two main buildings and has at its centre a formal square.
- 8.30 The elevations to this avenue descend in scale as they rise up the slope. By the time they reach WWH they are one storey high, allowing WWH to retain its impressive aspect.
- 8.31 The design is of the same traditional style as WWH although more modest in appearance. The buildings are constructed with brick and stucco walls and slate roofs. The stucco is rusticated on the lower level to create a solid base. Windows are arranged to express the uses behind while creating a regular composition.
- 8.32 No indicative visual detail has been included in the design and access statement regarding the appearance of the internal courtyard elevations. The submitted text however sets out that the language of the elevations to these areas has been designed to follow a modern interpretation of the classical proportions and order of the external façade, predominantly constructed from facing brick to create a different aesthetic. The ambition has been to create internal courtyard spaces with their own character which responds to both functional and clinical needs for each ward while forming a focal point for the healing environment.
- 8.33 In general terms the indicative appearance based on the details submitted is considered acceptable with the exception of three elements detailed on the Cliftonville Road elevation. The ground floor stucco elevation contains a series of openings providing access, false or otherwise, to the proposed parking areas. Care will have to be taken when the detailed design is worked up to ensure a quality design is presented on this key elevation. Secondly the central projecting element competes somewhat with the gatehouse key corner block on both elevations. Alternatives warrant consideration to see if this is the best design solution. Finally the proposed mansard detail at second floor for the recessed element of the building will need reviewing at reserved matters stage to determine if this is the best design solution as opposed for example to a traditional pitched roof.

#### Other material considerations

##### Ecology

- 8.34 Planning Policy Statement 9: Biodiversity and Geological Conservation includes the promotion of sustainable development and the conservation and enhancement of wildlife. It advises that the aim of planning decisions is to prevent harm to biodiversity.
- 8.35 Accompanying the application is an 'Ecological survey and assessment' which has been undertaken in accordance with current good practice. The advice of English Heritage has been sought and acted upon in its preparation.

- 8.36 It has surveyed and assessed the existing flora and fauna on the site. No particular flora species has been identified of any significant value. The majority of the habitat lost to the proposals is amenity grassland which includes a small area of trees and shrubs. The existing beech hedge to the front of the site will be lost as a result of improvements to the vehicle access but it is proposed to replant one further to the east to replace it.
- 8.37 In terms of fauna bats have been found to forage along the hedge at the northern edge of the site and have been recorded occasionally passing along the eastern edge. The habitat could be supplemented through the addition of clumps of native trees and shrubs along the northern boundary. Bird and bat boxes could also be introduced in some of the trees.
- 8.38 Overall the effects of the development in terms of nature conservation interests would be neutral to minor adverse but this could be offset by taking the opportunity to enhance the biodiversity wherever possible as part of the overall development proposals. The assessment recognises these opportunities as does the application itself. This is to be secured through an appropriate condition.

#### Renewable Energy Conservation

- 8.39 A report has been submitted with the application which defines the current approach to delivery of an energy and carbon reduction strategy in accordance with national regional and local planning obligations and aspirations of the applicant.
- 8.40 The Climate Change Strategy defines a performance target for the development and investigates the alternative low and zero carbon energy sources applicable to the development with a commentary on a future framework for ensuring these targets are achieved.
- 8.41 The applicant has aspirations for the proposed development to deliver a scheme sympathetic to its surroundings and create a sustainable and therapeutic environment but acknowledges the challenge in balancing the environmental, financial and social aspects of delivering this development in the current economic climate.

#### External lighting

- 8.42 External lighting is proposed generally to be post mounted metal halide fittings which will be designed and selected to be 'Dark Skies' compliant. In addition, where possible, consideration will be given to the use of deflectors in a bid to minimise backlighting of adjacent trees. These measures will minimise potential effects on bats foraging around the site.

#### Waste minimisation

- 8.43 As a consequence of the application only being an outline and not a full detailed submission a detailed waste minimisation strategy has not been submitted as it is not possible to prepare such a strategy. The applicant has confirmed that a detailed

strategy will be submitted with any future reserved matters application (or full application) in accordance with Northamptonshire County Council's adopted Supplementary Planning Document (SPD) and other relevant guidance. The submission states that the applicant is committed to minimising and effectively managing the waste produced during the construction process and during the operation of the building. The general principles are set out in the planning statement accompanying the application which are considered acceptable.

#### Sustainability

- 8.44 WWH has achieved an 'Excellent' NEAT (NHS Environmental Assessment Tool) rating. The application states that the applicant has a firm commitment to sustainability and that the proposed development will seek to achieve an 'Excellent' BREEAM rating. A condition will be attached to any planning permission to secure this rating.
- 8.45 The East Midlands Regional Plan March 2009 still remains part of the development plan despite recent Government actions to remove it, although it has to be noted that the introduction of the Localism Bill as and when it becomes statute will look to remove such plans.
- 8.46 At the present time paragraph 1.4.2 talks about securing a proportion of energy from decentralised and renewable or low-carbon sources. PPS: Planning and Climate Change expects development plan documents to include policies which promote and encourage a proportion of the energy supply of new development to be secured from decentralised and renewable or low carbon sources. In the interim period before DPDs are in place all new developments of more than 10 dwellings or for other uses exceeding 1,000m<sup>2</sup> floorspace should seek to secure at least 10% of their energy from decentralised and renewable or low-carbon sources unless the applicant can demonstrate this is not viable or feasible.

#### S106 Agreement

- 8.47 Whilst the Corporation continues to apply its Planning Obligation Strategy (POS) to certain types of development this particular form of development type does not attract the application of the POS. This is consistent with the approach adopted for the recently constructed WWH to the east of the application site. With this application monies were secured solely as a contribution towards the provision of playing fields elsewhere in the town.
- 8.48 Following the conclusion of the consultation process only one organisation, Northampton County Council as Highway Authority have requested that a Section 106 agreement be required to address certain matters.
- 8.49 The County Council as Highway Authority has requested the following matters are addressed by the entering into of a Section 106 agreement.

- i) a sum of £90,000.00 is secured through a S106 agreement to enable improvements to the junction of Cliftonville Road and Bedford Road,
- ii) the preparation and submission of a Framework Travel Plan and the requirement that it be agreed prior to the commencement of development. The principles of the Travel Plan should be secured including the overarching targets and mechanism of dealing with any failure to meet the targets and that a financial bond is to be provided to be utilised by the Local Highway Authority in the event the targets are not met.

8.50 Discussions have taken place with the applicant, the County Council and officers regarding the matters requested to be addressed by a S106 and a degree of agreement has been reached to the point where the applicant is currently preparing a draft S106 but this is yet to be submitted to officers for consideration.

## **9. Conclusion**

9.1 There are no objections to the principle of the development proposal. The establishment of healthcare facilities on this site by St Andrews Healthcare has been established through the two previous planning permissions for healthcare developments and their subsequent implementation.

9.2 This outline application seeks to extend to the remainder of the former school site the already approved mental care use for the eastern part being implemented through the construction of WWH.

9.3 The application seeks formal determination of the access to the site leaving all other reserved matters (appearance, landscaping, layout and scale) to be subsequently submitted for approval. Notwithstanding this it is a requirement to submit a significant degree of detail to understand in particular the location and scale of the development proposed and this has been included with the application.

9.4 The access is considered acceptable to the LHA subject to conditions and a s106 contribution. No other objections have been received from statutory consultees or neighbouring occupiers, commercial or residential.

9.5 Having regard to the proposed use and the submitted information relating to amount, layout, scale and appearance it is concluded that the proposed development is acceptable and the application be supported. It will compliment the existing state of the art facility nearing completion at WWH and establish a nationally recognised mental health facility in Northampton.

9.6 Whilst it is an outline application it is considered the resulting development has the capacity to result in a further form of development complementing the high quality

design of WWH and making an additional positive contribution in design, streetscape, sustainability and job creation terms in this part of Northampton. The only area identified at this time as needing further consideration will be the detailed design of the elevations of the frontage buildings to Cliftonville Road which officers consider needs testing further. Overall this is a development to be welcomed for Northampton.

## 10. Conditions

1. Approval of the details of the appearance, landscaping, layout and scale ("the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

**Reason:** This permission is in outline only granted under Article 4(1) of the Town and Country Planning (Development Management Procedure) Order 2010

2. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of five years from the date of this permission.

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

3. The development hereby approved must be begun not later than the expiration of two years from the final approval of the reserved matters or in the case of approval on different dates, the final approval of the last such matter to be approved.

**Reason:** To comply with Section 92 of the Town and Country Planning Act 1990

4. The development hereby permitted shall be carried out in accordance with the approved plans listed in schedule 1 of this permission.

**Reason:** For the avoidance of doubt and in the interests of proper planning.

5. Prior to the commencement of development a Construction Environmental Management Plan (CEMP) scheme shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall include, but not be limited to, details of the intended hours and duration of work, measures proposed to minimise dust and noise, on and off site traffic management proposals (including details of wheel washing facilities) and the location of waste management and site compound areas within the site.

**Reason:** To manage the impact of the development upon the local area during its construction in the interests of public amenity and the local environment.

6. No development shall commence until details of a scheme, including phasing, for the provision of mains foul water drainage on and off site has been submitted to and approved in writing by the Local Planning Authority. The development shall not be first occupied until the works have been carried out in accordance with the approved scheme.

**Reason:** To prevent flooding, pollution and detriment to public amenity through the provision of suitable water infrastructure.

7. Development shall not commence until a scheme for the provision, implementation, ownership and maintenance of the surface water drainage for the site, based on sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is occupied. The scheme shall also include:

- i) Full detailed surface water calculations to ensure adequate surface water drainage facilities on site
- ii) The discharge from the site should not exceed 62l/s
- iii) The surface water drainage system should be able to accommodate 0.5% (1 in 200) plus 30% climate change
- iv) An assessment of overland flood flows, and
- v) Details of how the scheme shall be maintained and managed after completion.

**Reason:** To prevent the increased risk of flooding, to improve and protect water quality, improve habitat and amenity and ensure future maintenance of these.

8. Prior to the commencement of development hereby approved the following components of a scheme to deal with the risks associated with contamination of the site shall each be submitted to and approved in writing by the Local Planning Authority:

1. A preliminary risk assessment which has identified:
  - a) all previous uses
  - b) potential contaminants associated with those uses
  - c) a conceptual model of the site indicating sources, pathways and receptors
  - d) potentially unacceptable risks arising from contamination at the site.
2. A site investigation scheme, based on 1. above to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
3. The site investigation results and the detailed risk assessment (2) and, based on

these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

4. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in 3. above are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

The scheme shall be implemented as approved.

**Reason:** In order to protect controlled waters. The site is underlain by Northampton Sand, which is classified as a Secondary A Aquifer, a ground water resource that requires protection.

9. If during the implementation of the development hereby approved contamination not previously identified is found to be present at the site then no further development shall be carried out until such time as an amendment to the previously approved remediation strategy detailing how this unsuspected contamination is to be dealt with has been submitted to and approved in writing by the Local Planning Authority.

**Reason:** In the interests of safeguarding the environment against any unforeseen contamination of the site.

10. No infiltration of surface water into the ground shall be undertaken without the prior written consent of the Local Planning Authority. Consent will only be forthcoming where it has been demonstrated in writing to the Local Planning Authority there will be no resultant unacceptable risk to controlled waters. Any infiltration system approved shall be undertaken in accordance with the agreed details.

**Reason:** To ensure that infiltration systems do not increase the potential for contaminated migration

11. Any reserved matter submission pursuant to this outline planning permission shall have regard to and incorporate the recommendations set out in paragraphs 4.8 to 4.18 of the 'Ecological survey and assessment' dated October 2010 submitted with the application.

**Reason:** To safeguard the existing and enhance the potential biodiversity value of the site in accordance with PPS 9: Biodiversity and Geological Conservation.

12. Prior to the provision of any external lighting scheme details of such a scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall demonstrate how compliance with the requirements of the International

Commission of Illumination CIE Report 150 (Guide to the Limitation of the Effects of Obtrusive Light from Outdoor Installations), tables 2.1 - 2.6 will be achieved.

**Reason:** To safeguard the amenity of the neighbouring residential occupiers.

13. Prior to the commencement of any development hereby permitted full engineering, drainage and construction details of the vehicle access and highway enhancements to Cliftonville Road as detailed indicatively in Figure 2 Site Access of the submitted Transport Assessment (Ref. A059594 Dg. No.007) shall be submitted to and approved in writing by the Local Planning Authority and thereafter be wholly implemented in accordance with the approved details prior to the commencement of the construction of any building on the development.

**Reason:** In the interests of highway safety.

14. Prior to the commencement of any development hereby approved 2 additional bus shelters shall be provided adjacent to the Cliftonville Road frontage of the site the details of which shall be first submitted to and approved in writing by the Local Planning Authority. The submitted details shall include the precise location and design of the shelters (but need not include the provision for real time bus information).

**Reason:** In the interests of ensuring the development is served by appropriate public transport infrastructure.

15. Within 3 months (or other such period agreed in writing by the Local Planning Authority) of the first occupation of the development hereby approved or any phase of development a post construction assessment shall be undertaken of such demonstrating compliance with the submitted BREEAM Healthcare Pre-Assessment Report October 2010 which thereafter shall be submitted to and approved in writing by the Local Planning Authority.

**Reason:** To ensure the delivery of sustainable development in accordance with PPS1 and its supplement Planning and Climate Change.

16. Prior to the commencement of the construction of any building forming part of the development hereby approved a scheme detailing the provision of on-site renewable energy to meet 10% (or other percentage figure agreed in writing by the Local Planning Authority) of the developments overall energy needs shall be submitted to an approved in written by the Local Planning Authority. Thereafter the approved scheme shall be implemented in full prior to the first occupation of any part of the development hereby approved or other such timescale agreed in writing by the Local Planning Authority.

**Reason:** To comply with Paragraph 1.4.2 of the East Midlands Regional Plan March 2009 and pursuant to the aims and objectives of PPS 1 Delivering Sustainable Development and its supplement Planning and Climate Change.

17. The tree protection measures set out in the submitted 'Tree condition survey and assessment' dated October 2010 set out in paragraphs 4.9 to 4.17 and drawing nos. 501/20a, b, c, d and e shall be implemented prior to the commencement of construction work and remain in place during the course of construction work on the site unless otherwise agreed in writing by the Local Planning Authority.

**Reason:** To ensure that those trees being retained as part of the development are safeguarded from damage at all times during construction work.

18. Prior to the commencement of development an ecological safeguarding and enhancement strategy which shall be informed by paragraphs 4.3 to 4.19 inclusive of the submitted 'Ecological survey and assessment' dated October 2010 shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the strategy shall be implemented fully in accordance with the approved scheme.

**Reason:** To ensure the development has due regard to ecological considerations pursuant to the advice in PPS9 Biodiversity and Geological Conservation.

SITE PLAN

