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Rutland County Council

Catmose,
Oakham,
Rutland
LE15 6HP

Application:	2020/0891/FUL	ITEM 2	
Proposal:	Replacement of the existing Village Hall, Community Shop and Doctors Surgery, with new and improved facilities on the existing site, including car parking and new landscaping to improve access.		
Address:	Barrowden Village Hall, Wakerley Road, Barrowden, Rutland, LE15 8EP		
Applicant:	Barrowden Parish Council	Parish	Barrowden
Agent:	Acanthus Clews Architects	Ward	Ketton
Reason for presenting to Committee:	Ward Member request		
Date of Committee:	17 November 2020		

EXECUTIVE SUMMARY

The proposal for a new village hub to replace the village hall, shop and doctors surgery has been drawn up in conjunction with the local community. The building is more than domestic in scale but uses some traditional materials and some more contemporary in line with the style of the building. There is concern about the materials, lack of parking to meet standards and potential for noise. The consultation responses and consideration of the design and materials leads to a recommendation of approval as the scheme is in line with development plan or other material considerations are in favour of it.

RECOMMENDATION

APPROVAL, subject to the following conditions:

1. The development shall be begun before the expiration of five years from the date of this permission.
Reason – To comply with the requirements of Section 91 of the Town and Country Planning Act 1990, as amended by the Planning and Compulsory Purchase Act 2004 and as requested by the applicant to enable funding to be sourced.
2. The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers: 18-149-200D, 18-149-201D, 18-149-202B, 18-149-203B, 18-149-210C, 18-149-211C, 18-149-212, 18-149-220C, Barrowden Village hub landscape materials - 16.9.20 page 2 of 2, and Tree Protection Plan - 4035.Barrowden.Acanthus.TPP.
Reason - For the avoidance of doubt and in the interests of proper planning.
3. No development above ground level shall take place until there has been submitted to and approved, in writing, by the Local Planning Authority a scheme of hard and soft landscaping works for the site, which shall include any proposed changes in ground levels and also accurately identify spread, girth and species of all existing trees, shrubs and hedgerows on the site and indicate any to be retained, together with measures for their protection which shall comply with the recommendations set out in the British Standards Institute publication "BS 5837: 2012 Trees in Relation to Construction."
REASON: To ensure that the landscaping is designed in a manner appropriate to the locality and to enhance the appearance of the development.
4. All changes in ground levels, hard landscaping, planting, seeding or turfing shown on

the approved landscaping details shall be carried out during the first planting and seeding season (October - March inclusive) following the commencement of the development or in such other phased arrangement as may be agreed in writing by the Local Planning Authority. Any trees or shrubs which, within a period of 5 years of being planted die are removed or seriously damaged or seriously diseased shall be replaced in the next planting season with others of similar size and species.

REASON: To ensure that the landscaping is carried out at the appropriate time and is properly maintained.

5. The external surfacing details shown on the approved plans above shall be completed prior to the development first coming into use.

Reason: To ensure that the parking servicing and access areas are safe for pedestrians and that deleterious material is not spilled onto the highway from loose material, in the interests of highway safety.

6. No development shall take place until the existing trees on the site, agreed with the Local Planning Authority for inclusion in the scheme of landscaping and shown to be retained on the approved plan, have been protected by the erection of temporary protective fences in accordance with BS5837:2012 in accordance with the details in Tree Protection Plan 4035.Barrowden.Acanthus.TPP. The protective fences shall be retained throughout the duration of building and engineering works in the vicinity of the trees to be protected. Within the areas agreed to be protected, the existing ground level shall be neither raised nor lowered, and no materials or temporary building or surplus soil shall be placed or stored there. If any trenches for services are required in the protected areas, they shall be excavated and back-filled by hand and any tree roots encountered with a diameter of 5cm or more shall be left unsevered.
Reason - The trees are important features in the area and this condition is imposed to make sure that they are properly protected while building works take place on the site.

7. No demolition of the existing village hall shall take place until a written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition/development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and;
- The programme and methodology of historic building survey and recording and the nomination of a competent person(s) or organisation to undertake the agreed works
 - The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI

Reason: To ensure that there is a relevant historic record of the original village hall.

8. The shop hereby permitted shall only be used for retail purposes and for no other purpose within Use Class E of the Town & Country Planning (Use Classes) Order 1987, as amended.

Reason: The shop is approved as a retail facility to provide a service to and maintain the sustainability of the village and any other uses within Class E should be considered on their merits and the impact they might have on visual and residential amenity and sustainability.

9. The shop shall only be open for customers and shall only receive deliveries between the hours of 0730 to 1900 Monday to Saturday, 0730 to 1200 Noon on Sundays and Bank Holidays. Deliveries on Sunday shall be limited to newspapers only.

Reason: To ensure that the use does not cause harm to the amenities of nearby residents.

10. The new development shall not be occupied until bird and bat boxes have been

erected in accordance with a detailed scheme that shall have been submitted for the approval of the local planning authority.

Reason: To ensure that provision is made for habitat creation within the development, in the interests of biodiversity.

Notes to Applicant:

- Vegetation clearance works must either take place outside the bird-nesting season (March to July inclusive), or within 24 hours of the 'all-clear' from an appropriately qualified ecologist following a negative bird-nesting survey.
- Netting to prevent bird nesting may only be done with prior approval of the LPA.
- Your attention is drawn to the other mitigation recommendations in the ecology report, particularly when preparing the landscaping scheme.

Site & Surroundings

1. The site is located between Wakerley Road and Kings Lane towards the eastern end of the village. The site is within the Planned Limit to Development (PLD) and the village Conservation Area.
2. The site currently comprises the Surgery, facing and with access from Kings Lane, the village hall dating from the 1920's and the community village shop, built c2007 with access of Wakerley Road.
3. The roads either side rise from south to north and to the north of the shop is a large area of open space containing several mature trees. This is designated as Important Open Space in the current Local Plan. Kings Lane is narrow at its junction with Main Street but widens towards the north end. Barrowden is characterised by its narrow lanes running north-south, connecting roads running east-west. There is a footpath running along the north side of the site separating the site from the open space. There are 12 existing parking spaces on the 3 sites.
4. To the west, east and south are existing residential properties.

Proposal

5. It is proposed to demolish the 3 existing buildings on site and replace them with a purpose built village hub to provide a community hall with ancillary meeting room and kitchen, a 2 consulting room doctors surgery and village shop incorporating shop, café area, office, storage WC's and servery. The submission followed extensive pre-application discussions and co-ordination with the local community.
6. The area currently covered by the Surgery and its car park would become the main car park for 16 spaces (inc 2 disabled). The east car park on Wakerley Road would provide 10 spaces with 1 loading and 1 disabled.
7. The new shop would be on the southern edge of the site linking to the surgery and community hall on the north side via a central foyer entrance area.
8. There would be a terrace to the west of the building to provide a small sitting out area and steps would lead down to the main car park area. The existing footpath to the north would provide level access into the building from the car park.
9. There would be new landscaping and tree planting across the site.
10. Materials would be a Zinc standing seam roof, Larch timber cladding, coursed local rubblestone walling, Ashlar stone cladding, powder coated metal triple glazing, Larch

boarded doors and hardwood Timber columns on a staddle stone. There would be solar panels on the south facing roof slope of the shop.

11. Revised surfacing details have been submitted during the life of the application. Tarmac was replaced by gravel grid, exposed aggregate asphalt and stone pavers. Tarmac is only retained for the footpath along the northern edge.
12. The ridge height of the existing Hall is at 59.762m whilst the proposed Hall is at 57.39, so actually lower. The proposed shop ridge is 60.23.
13. In terms of impact on existing trees, the development is an opportunity to fell and replace the diseased Ash tree in the existing doctor's surgery car park. The proposed development will require the loss of two further trees and some young hedging. All can easily be replaced. Some facilitation pruning will be required. Protection of the retained trees has been detailed in the accompanying Arboricultural Method Statement shown on the Tree Protection Plan. Additional tree and other planting is proposed and provide a net gain in tree cover.
14. Details are shown in the Appendix.

Relevant Planning History

Application	Description	Decision
2006/0725	Proposed Village Shop	Approved – temp pp until 2026.
2009/0443	Photo voltaic panels on shop roof	Approved
2012/0949	Shop entrance canopy and metal container to rear	Approved

Planning Guidance and Policy

National Planning Policy Framework (NPPF) 2019

Chapter 8 – Promoting Healthy and safe communities
Chapter 12 – Achieving well designed places
Chapter 16 – Conserving the Historic Environment

Site Allocations and Policies DPD (2014)

SP5 - Built Development in the Towns and Villages
SP15 - Design and Amenity
SP20 - The Historic Environment

Core Strategy DPD (2011)

CS04 - The Location of Development
CS19 - Promoting Good Design
CS22 - The Historic and Cultural Environment

Other Policies

Barrowden & Wakerley Neighbourhood Plan

BW1 – landscape Character and Important Views

Views important to Barrowden and Wakerley are set out on the map in Figure 4. Development proposals should safeguard and if possible enhance these views into and out of the villages and incorporate sensitive layout, design and mitigation measures to minimise any adverse impact on the landscape. (View 5 is especially relevant)

BW6 – Design Principles (inter alia):

New development, including extensions, should be of a high quality and shall conserve or enhance the positive and distinctive characteristics described in the Barrowden and Wakerley Landscape and Character Assessment.

Proposals shall be sensitive to the positive elements of the Villages in terms of scale, height, spacing, layout, orientation, design, boundary treatment and use of materials as appropriate to the development concerned

Proposals shall incorporate traditional steeply pitched roofs, where appropriate, and traditional roofing materials;

Modern, innovative designs using contemporary materials will be supported where it can be demonstrated that the development will be of the highest quality and can be successfully integrated into the existing context

BW14 – Protection of Community Facilities

Proposals to redevelop or change the use of an existing community facility or land or buildings last used as a community facility will only be supported where the following conditions are met:

1. A replacement facility of sufficient size, layout and quality to compensate for the loss of the existing facility is to be provided on an alternative site in accordance with the criteria for a new community facility listed in Policy BW15 (The provision of new community facilities) of the Neighbourhood Plan; or
2. It has been demonstrated that the existing use is no longer economically viable and that there is no reasonable prospect of securing either a continuation of the existing use or an alternative community use. Evidence must be provided to demonstrate that the property has been marketed by a commercial property agent for a period of at least 12 months at a price which reflects an independent professional valuation and it is verified by the agent that no interest in acquisition has been expressed.

BW15 – Provision of New Community Facilities

1. Proposals for the provision of new community facilities within the Planned Limits of Development of Barrowden will be supported where they would:
 - I. Not result in unacceptable traffic movements, noise, fumes, smell or other disturbance to residential properties;
 - II. Not generate a need for parking that cannot be adequately catered for; and
 - III. Be only of a scale appropriate to the needs of the Plan Area.

BW15 – Fibre Broadband

Consultations

15. Barrowden Parish Council

The planning application was submitted by Barrowden Parish Council (BPC), acting in an administrative capacity) on behalf of the Barrowden Village Development Group (BVHDG). BPC is making comments now acting in its planning capacity.

Neighbour and village resident consultation and issues

There were a number of comments made to BVHDG by direct neighbours and other village residents earlier this year at the preplanning stage, after a request by BPC these were made available to us. Some direct neighbours had made comments about the details of design causing noise, nuisance and overlooking issues. None of these objections objected to the redevelopment concept in itself. In fact, there is strong support for a redevelopment in the proposed location. Some residents have commented on the appearance, choice of materials and landscaping but generally are still supportive of a redevelopment on the proposed site.

We understand that the direct neighbour specific comments have been addressed, apart from one which relates to noise from early morning deliveries to the shop. This latter point is not specific to the new development and is being handled separately Barrowden and Wakerley Neighbourhood Plan (BWNP) related issues. We have looked at the Design and Access Statement and note that in the client brief and throughout the document there is no clear reference to the design being consistent with the Neighbourhood plan.

The design and access statement has, amongst its aims, “to be committed to sustainable, high quality, future proofed design that blends into its setting and respects the environment”

We have looked at relevant policy statements in the BWNP and tested these against the design

BW1 Landscape character and important views

1. Development shall conserve and enhance positive characteristics and features of the local landscape outlined in the Barrowden and Wakerley Landscape and Character Assessment. Proposals will be supported where these do not detract from, or have adverse impact on the landscape.

2. Views important to Barrowden and Wakerley are set out on the map in figure 4. Development proposals shall safeguard and if possible enhance these views into and out of the villages and should use sensitive layout, design and mitigation measures to minimize any adverse impact on the landscape. (Note: the view from the North toward the site is identified at number 5 on Fig 4)

BPC Comment on BW1

The application does claim to be sensitive to the setting but we could find no reference to this particular BW1 point. Some resident and designer comment considers the present building as being unsightly and things could only improve. Other resident comments express concern about scale and style of the buildings. We note that the larger building in particular will be a very prominent feature when looking from the North extending farther to the West and being a much greater height than the current shop. This a point to consider in the later discussion on materials as these North and West elevations will feature prominently in the foreground of the referenced important view from the North.

BW6 Design Principles for Barrowden and Wakerley

1 New development, including extensions, will be expected to be of high quality and shall preserve, and enhance the positive and distinctive characteristics described in the Barrowden and Wakerley Landscape and Character Assessment.

2 e) - Proposals shall incorporate traditional steeply pitched roofs, where appropriate, and traditional roofing materials

g) Elevations visible from the public realm shall be in local style rubble stone with traditional architectural features and windows and doors of wooden construction.

5 Modern innovative designs using contemporary materials will be supported where it can be demonstrated that the development will be of the highest quality and can be successfully integrated into the existing context.

BPC Comment on BW6

BW6 Comparing and evaluating designs against this policy is, of course, a matter of opinion. The larger building in particular will however be very visible from the important viewpoint which shall be "safeguarded or if possible enhanced" especially .in its location beside a designated Important Open Space. Hence the importance of design detail materials and landscaping discussed under BW1

BW6.1

The roofs are not steeply pitched. The architects have pointed out that to create that feature would result in a much taller structure or a much narrower floor plan, although this is not referenced in the application. The roofing material is Zinc, a material which we do not understand to be a traditional material in the context of BWNP. We note that the requirement for a steep roof pitch is qualified by "as appropriate ", with that in mind councillors considered there to be a reasonable argument for this proposed design. The alternative of a steep pitch is not practicable and would be likely to create a much taller structure, which is counter to protecting the view.

The standing seam zinc roof will be a prominent feature in the foreground of the important view especially on the Northern slope of the larger building.

Some residents and councillors have expressed concern about the use of zinc, both for aesthetic reasons and lack of compliance with the BWNP.

In the design and access statement the architects say that the zinc roof will look similar to the slate tiles found on many of the traditional buildings within Barrowden, further that it has a similar tone to the lead roofs typically found on churches. Most Councillors felt that this was stretching the point and that zinc would be more fairly viewed as a contemporary material, which would then need to be considered under BW6.5, discussed below. To consider zinc further we would like to have seen aged material samples that demonstrate the colour and patination of this type of roof and we are concerned that if this were to be a planning condition, as suggested by the applicant, that there would not be any opportunity for residents to comment on the roofing materials through a normal consultation process

BW6.2

The new building incorporates a rubble stone plinth and some stone facings, consistent with the BWNP. There are however large areas of wood cladding including areas in plain site from the public realm important view. Buildings in Barrowden do not feature wood cladding with only one notable exception, so it is difficult to regard it as a traditional material in this context.

If, for reasons of cost, timber cladding was critical to this project going ahead, we felt

that the massing of this material on the larger building, West elevation and on Western end of the North wall might be reduced and relocated onto walls less prominent when seen from the important view.

BW6.5

This requirement allows modern innovative design and contemporary materials to be used where it can be demonstrated that the development will be of the highest quality and can be successfully integrated into the existing context. The planning application does not directly refer to this or make a case for using this policy section.

Whilst we strongly support this redevelopment at the existing location and recognize the challenges that the constrained and sloping site presents, the choice of materials in particular is a challenge to the BWNP. We read the application as one that states, by implication, compliance with BWNP using traditional materials. We consider that the application in reality is for the use of contemporary materials where it can be demonstrated that the development will be of the highest quality and can be successfully integrated into the existing context. We do not consider that this demonstration has yet been made. We do understand that cost is an issue but could find nothing in the plan to address that as a reason in itself for non-compliance with the plan. We understand that the proposed structure could bear the weight of a slate roof so that would be a practicable alternative.

BW 15 Provision of new community facilities

This section specifically addresses the provision of new community facilities within planning limits of village and states that proposals should:

- Not result in unacceptable traffic movements, noise, fumes, smell or other disturbance to residential properties.
- Not generate a need for parking that cannot be adequately catered for
- Be only of a scale that is appropriate to the plan area

BPC Comment on BW15

The redevelopment of the village hall, shop and surgery in this location is specifically foreseen and supported in this section of the BWNP. Provided that the hub caters for replacing facilities for existing and future needs of residents of the plan area, this should not generate additional disruption that is not incrementally related to any population expansion in the village. The parking provision of 28 places may not meet requirements for the scale of the buildings but is materially more than the existing provision. We wholeheartedly agree that users must be encouraged to walk / cycle to the hub. Some Kings Lane residents have expressed concern about overflow parking which is currently more of an issue on Wakerley Road. We consider that the parking provision strikes a thoughtful balance between practicality, sustainability and aesthetics.

Landscaping issues

The landscaping design is generic in nature. We understand this has been done to avoid high costs at this stage of a fully worked landscaping plan. The architects have spoken about possible community involvement in planting. Also discussed was possibility of using the southern boundary area of the paddock to the North for additional planting subject to consent. This landscaping will be especially relevant to residents to the North and East of the development and we note that some have commented on this aspect being very important to them. We are concerned that the landscaping is properly and fully implemented so would like to see a planning condition which requires the implementation of a fully developed and appropriate landscaping

plan. Again we are concerned that if this were to be a planning condition, as suggested by the applicant, that there would not be any opportunity for residents to comment on the landscaping through a normal consultation process.

Yours sincerely
Gordon Brown
Chairman, Barrowden Parish Council

16. Environmental Protection

No objections - We have never had complaints about the existing village hall regarding deliveries or lighting.

17. Ecology

The ecology survey report (Pear Tree Ecology, June 2020) is satisfactory. No bats or evidence of such was found, and I agree that the buildings have negligible or very low bat potential. No evidence of other protected species was recorded. No further survey work is required, and no ecology mitigation for protected species as planning condition is needed.

The plans show some loss of habitat in the form of tree and hedgerow removal, however these habitats were of relatively low value and I am happy with their removal provided they are replaced with appropriate native planting. The removal of the mature ash is a shame but justifiable due to its diseased condition, and it does not meet LRERC LWS criteria. It should however be replaced with a suitable standard tree; oak is likely to be more appropriate due to the potential future impacts of ash dieback. This should be required as a condition of the development.

In addition, I suggest that the following compensation and enhancement recommendations are conditioned:

- Provision of bird and bat boxes within the proposed scheme.
- Replacement hedgerow planting using native species, of local provenance wherever practicable.
- Any further proposed trees should be native species, of local provenance wherever practicable.
- Incorporation of habitat creation into the design of the garden areas, in line with recommendations in the ecology report (Section 6.4.1).

Notes to Applicant: Vegetation clearance works must either take place outside the bird-nesting season (March to July inclusive), or within 24 hours of the 'all-clear' from an appropriately qualified ecologist following a negative bird-nesting survey. Netting to prevent bird nesting may only be done with prior approval of the LPA. In addition, I would like to draw the Applicant's attention to the other mitigation recommendations in the ecology report.

18. Archaeology

Thank you for your consultation on this application. We recommend that you advise the applicant of the following archaeological requirements.

Appraisal of the Leicestershire and Rutland Historic Environment Record (HER) indicates the building is or has the potential to include heritage assets with an archaeological interest (National Planning Policy Framework (NPPF) Section 16, paragraph 189 and Annex 2).

As the majority of the construction is within the previous footprint of the buildings it is

likely that any archaeology existing within the development area has already been destroyed. Therefore the impact on any archaeology is very minimal.

Unfortunately the lidar data that I have access to is not clear enough to show any ridge and furrow so I cannot say if it is there or not, as the letter says the extant earthworks are very slight and can only be seen under certain circumstances.

We therefore, recommend that the planning authority require the applicant to complete an appropriate level of building recording prior to alteration, to record and advance the understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance (NPPF Section 16, paragraph 141). This should be secured by condition on any approved planning application.

This will require provision by the applicant for:

1. Building recording (photographic survey) of Barrowden Village Hall in accordance with guidance produced by Historic England (Understanding Historic Buildings: A guide to good recording practice, HE 2016).

The Archaeology Section will provide a formal Brief for the photographic survey at the applicant's request. The applicant shall, if planning permission is granted, obtain a suitable written Specification and costing for the historic building recording from an appropriately qualified organisation (e.g. an historic buildings specialist) acceptable to the planning authority. This should be submitted to this Archaeology Section, as archaeological advisors to your authority, for approval before the start of development.

The Specification should comply with the above mentioned Brief, with this Department's "Guidelines and Procedures for Archaeological Work in Leicestershire and Rutland" and with relevant Institute for Archaeologists "Standards" and "Code of Practice". It should include a suitable indication of arrangements for the implementation of the historic building recording, and the proposed timetable for the development.

We therefore recommend that any planning permission be granted subject to the following planning conditions (informed by paragraph 37 of Historic England's Managing Significance in Decision-Taking in the Historic Environment GPA 2), to safeguard any important archaeological remains potentially present:

1. No demolition/development shall take place/commence until a written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition/development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and;
 - The programme and methodology of historic building survey and recording and the nomination of a competent person(s) or organisation to undertake the agreed works
 - The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI

19. RCC Highways

Although a preliminary enquiry accepted that there would be insufficient parking on site to meet the strict standards, the highway authority has objected on the grounds that a large event may lead to parking on verges leaving a liability with the highway authority to repair it:

As previously stated, a premises of this scale and uses requires some 60 parking opportunities. The scheme has not identified sufficient on-plot parking and the local area is not suitable for indiscriminate parking which would be detrimental in terms of safety, due to a lack of appropriate parking opportunities.

A parking strategy and willingness to enter into a S59 agreement for damage to the highway may be one way to move this discussion forward.

There is a shortfall in parking of some 34 spaces and there are insufficient safe and suitable highways opportunities to park in the vicinity of the site.

Neighbour Representations

20. There have been 21 representations in support of the proposal, including for the materials proposed and for the facility itself. Support for the way the project has been inclusive within the village.

There have been 4 outright objections, but others have queried various elements without specifically saying that they object. The concerns are summarised as follows:

- The current proposal does not comply to the design principles approved and ratified by RCC. It does not fit in to the character of this conservation village. At present it looks more like an industrial cow barn. It is bigger than the current buildings and therefore more intrusive, again affecting the character of the village as a whole. The creation of a hub is more in keeping with a town or a city rather than a quintessential English village. The design does not take into account the current and future need to be Covid secure. At present this is managed exceptionally well by the shop.
- Noise. The current plan will increase noise levels and not just for the immediate neighbours. We have noise pollution in Mill Lane from events in the village hall but this increase in the size and situation of this "hub" will only exacerbate the issue. One must also question need. Where is the evidence for the demand for this.
- Traffic and Safety. The large car park on the Kings Lane end is increasing traffic up or down a single lane road to a virtually blind junction with Main Street, virtually opposite the newly proposed development of the old farm area. A recipe for accidents with the increased level of traffic. At the other end it would encourage increased traffic to a three way junction that is already an area where accidents have happened and where safety is an issue. There is also a safety issue with some of the areas outside that have been incorporated in the design, areas that are not highly visible and could encourage antisocial behaviour, which this village has experienced in the past.
- There are no footpaths on Kings Lane and Wakerley Road. On both these narrow lanes there is insufficient space for two vehicles to pass safely. If pedestrians are also walking along these lanes, especially on Kings Lane. (Average width after measurement 2.7 m) it is impassable.
- Basically the design does not fit in with the aesthetics of this village in any way and it will have a detrimental effect on the people and on the village as a whole. Where is the evidence that the surgery and these other rooms to be used for well being are actually feasible, especially as village surgeries are being closed and the way the medical profession works is indeed changing. How can this plan be allowed when it does not comply to the Neighbourhood plan.
- I write in reference to above and this is not a critique of the Integration Project for the Village Hall, Community Shop and Doctors' Surgery but an objection of the Planning Application proposed to carry it out.
- Lack of a record of Highways safety and Environmental Impact Assessment

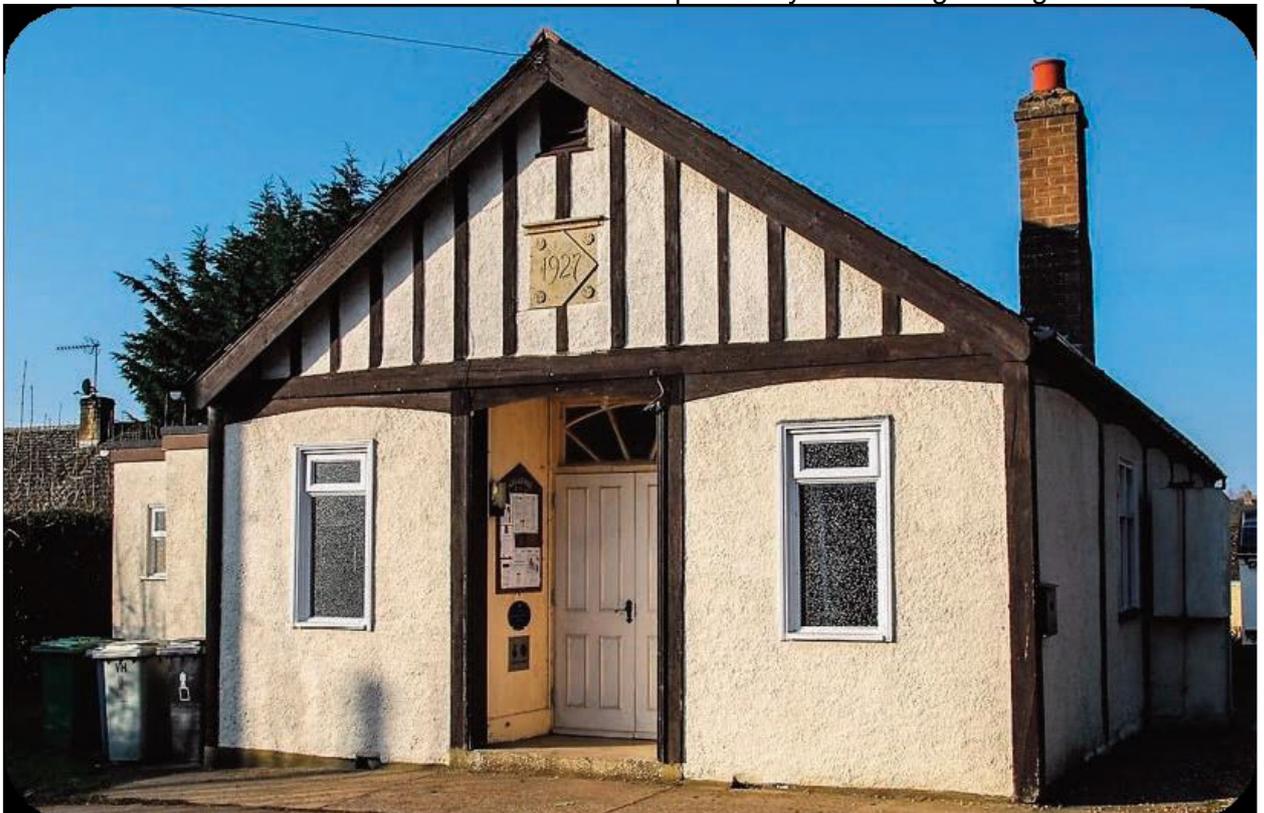
- Are there to be designated time cut off limits to late night music and increased vehicle disturbance for instance, as a prerequisite for larger events ie weddings / parties especially when a bar for alcoholic drinks is provided.
- The point of a larger footprint is to have increased usage and encourage usage from outside of the village. So it is disingenuous to say that most people will access these facilities on foot. How else is this space to be Financially Sustainable?

Planning Assessment

21. The main issues are the overall design and materials and the subsequent impact on the character and appearance of the conservation area, highway safety and noise.

The Neighbourhood Plan states that:

22. Barrowden and Wakerley Village Hall is situated in Barrowden. It was built in 1927 and although well used for a variety of village events and activities, is now reaching the end of its building life. A group has been formed to look at the future of community facilities for leisure and recreation and will also consider the possibility of creating a village 'hub'.



Existing Village Hall

23. Since 2009 the villages have had a thriving shop and café, situated in Barrowden. As well as general groceries and vegetables it provides a range of locally produced foods and craft items and a Post Point. The shop is owned by the community and is a not-for-profit organisation staffed by volunteers under the direction of a salaried manager and a team of non- remunerated directors.
24. The surgery is a branch of the main Uppingham Surgery. Each week currently there is two doctor-led surgeries, two nurse-led surgeries, a district nurse service and a health visitor service. Unusually for a branch surgery, issuing of prescriptions takes place on-site.

Planning/Conservation Officer Comments

Impact on the Conservation Area

25. As the site lies within a conservation area, there is a requirement to pay special attention to the desirability of preserving or enhancing the character or appearance of the area, in accordance with Section 72 (1) of The Act.
26. NPPF - Furthermore, the importance of considering the impact of development on the significance of designated heritage assets is expressed in the National Planning Policy Framework (NPPF 2019). The NPPF advises that development and alterations to designated assets and their settings can cause harm. These policies ensure the protection and enhancement of the historic buildings and environments. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance should be treated favourably.
27. Some concern was expressed about the surfacing to the proposed parking areas, particularly that on the eastern frontage to Wakerley Road that is more readily exposed to view than that on the Kings Lane frontage where the existing surgery is to be demolished and additional car parking.
28. The surfacing was originally currently specified to be tarmac and further consideration of the treatment of this area was required to break up and soften the appearance of what will be a prominent area of car parking.
29. The revised hard surfacing proposals are preferable to what was originally put forward and should represent an enhancement over existing surfacing.
30. Otherwise there is no objection from a Conservation point of view as the character and appearance of the Conservation Area and the setting of nearby Listed Buildings will be preserved. If anything, subject to agreement on the surfacing of the car parking to the Wakerley Road frontage, the proposals would result in an enhancement over the current scene.
31. Overall this proposal will represent an enhancement of the Conservation Area as it will result in the removal of three buildings from different periods of little or no architectural or historic interest, other than marginally the village hall, that are constructed of different materials and their replacement with two buildings of a more cohesive design.
32. The new, linked buildings would have significant areas of stone walling but with some Larch timber cladding. There is no objection to the timber cladding, so long as it is allowed to weather naturally and not stained another colour.
33. The principal and most exposed north elevation will be predominantly constructed of stone.
34. The use of timber cladding is not unprecedented in historic settings. We recently approved an extension to a barn at Church Farm that is to be clad in timber and there are Listed buildings with cladding on modern elements in other villages.
35. As for the roofing materials, Officers have tried to be mindful of the benefits to the community of this development when suggesting that the roof covering need not necessarily be of either Collyweston or Welsh slates.
36. A requirement for Collyweston or Welsh slate on such large areas of roof might be too

onerous in this instance, given the funding constraints the applicants must be operating under.

37. Overall it has to be remembered that this is not a domestic building and the comments of residents, the Parish Council and Conservation Officer with regard to materials are noted.
38. The roof would be a grey matt finish, similar to Welsh slate and/or lead in colour but more appropriate on this scale and design of building (such as is the case with a Church). Slate, or artificial slate in particular could be major error unless carefully controlled in quality but again may just appear wrong on this type of building. Optional roof sheets that are meant to look like slate are not a good recreation of slate and would look wrong. It is better to be honest about such elements as materials and a more appropriate finish will result, especially in a contemporary, non-domestic building. The other materials are considered acceptable. Illustrations will be shown at the meeting and are also on line under the application number both on plans and in the Design & Access Statement. It is noted that the Neighbourhood Plan states that contemporary buildings will be acceptable in principle.
39. Some concerns have been expressed about the scale of the building. The overall increase in height of buildings on site is marginal as set out above. The way the building has been broken down into separate segments also means that it not just one huge box.

Loss of Trees

40. The Ash in the surgery car park is in poor condition and is infected with Ash Heart Rot. Although clothed in Ivy, last year's fruiting bodies were on the ground under the tree. This fungal decay pathogen causes the wood to degrade in such a way that it becomes brittle and liable to sudden fracture.
41. With the Ash removed due to its poor condition, the only implications are very minor incursions into the group Root Protection Areas of hedges Group B and Group E. All the plants in these hedges are tolerant of some root disturbance, as is in evidence through the number of field hedges that regularly withstand ploughing and other deep cultivation.
42. A comprehensive landscaping scheme will be provided through the conditions and the local community can have the opportunity to contribute to that as they have with the overall project. It is essential that mainly native species are used though.

Highway Safety

43. The highway authority has expressed concerns about the lack of parking onsite to meet the current standards. This would indicate a shortfall of 34 parking spaces on site which it clearly is not possible to meet.
44. The Agent has responded to the concerns of the highway authority, a copy of which is appended to this report for members' information.
45. The current arrangement on site is 12 spaces for all 3 uses, none of which are disabled compliant. The applicant states that the original brief was to provide enough space in the hall for events of 120 people. This number of people is similar to that of events that take place in the existing hall. Although the maximum capacity of the hall has not been calculated with regards to building regulations, the aim isn't to exceed the current number of users for this facility. The aim is to provide fit for purpose space for a wider range of activities to be used more often throughout the day and thus increase social interaction across a wider social spectrum. It must also be noted that the majority of existing users of the hall arrive to the facilities on foot.

46. There has been concern expressed about lack of footpaths but that is part of the characteristic of the village and it would not be possible to create footpaths from all over the village to this site which will, as at present, receive most visitors from within the village, however they travel. It is physically impossible to provide parking in accordance with the standards so the only option would be refusal, which would be unjustified in the circumstances of this proposal.
47. On that basis it is not considered reasonable to refuse the application based on lack of parking or the local highway infrastructure and whilst the development is not in compliance with provisions of the development plan in relation to parking standards, the material considerations surrounding this proposal mean that a permission can be justified.

Noise

48. This is an issue relating to residential amenity. The building is designed as a community facility for the use of the village. This use would be controlled by the operators of the Hall, the Parish Council, and hence they would be able to limit noise and events such that they do not unreasonably impinge on the amenities of adjacent residents, at least any more than they do now.
49. The Environmental protection team confirm above that they have never had complaints about noise from the existing facility which suggests that the site is well managed and will continue to be so.
50. The existing shop only has a planning permission until 2026 due to the temporary nature of its materials. It was approved subject to conditions limiting the opening and delivery hours to 0730 to 1900 Monday to Saturday and 0730 till Noon on Sundays and Bank Holidays. Sunday deliveries were restricted to newspapers only. Similar restrictions are suggested again, but can be varied later if required. This will comply with the relevant policies of the development plan set out above.

Conclusion

51. The proposed building is more than domestic in scale and calls for a design that respects its historic setting. The design and materials are contemporary in nature but are satisfactory to comply with statutory tests set out above.
52. There will be minimal impact on highway safety compared to the current position and noise can be managed by the operators and conditions in the planning permission.
53. The scheme is thereby in compliance with the development plan and is recommended for approval.

Agent comments 28 Oct:

Thank you for forwarding on the Highway comments. As discussed with David Finlay, it's disappointing to receive these comments, especially as pre-application advice (received on 15.04.20) acknowledged there was little scope to increase the proposed parking on the site more than that proposed.

To keep things moving forward and as requested, please see our response to the Highways comments below. We have summarised the main issues in the emails from the Highways team (received 21.10.20 and 23.10.20) and provided a response to each issue respectively:

1. Larger building will have a greater impact on the highway than the existing
 - As previously noted, the new facilities are not intended to increase capacity, they are intended to provide better more flexible facilities that accommodate the current and future needs of the residents of Barrowden. As a result, an increase in traffic to the site is not expected. The project is simply to improve the existing community facilities currently on the site, and part of that involves increasing the parking provision to an appropriate level for this site and usage.
 - The size of the proposed building is based on the needs of the local residents following comprehensive consultation and the production of a needs analysis document. A smaller building would not meet the needs of the local residents and as a result would not be financially sustainable.

2. Lack of parking associated with the uses against relevant parking standards. Leading to damaged verges or street obstructions on surrounding roads.

Correspondence from the Highways team on 07.09.20 suggests that circa 60 spaces are required to meet relevant parking standards for the proposed facilities. We would argue that the parking standards applied are not appropriate for this type of community building in this setting, they are generic standards that have to cover all extremes on all types of site and facilities. The numbers of spaces generated by this formula bear no resemblance to the actual parking requirement in this village.

- Shop - Parking standards recommend circa 22 parking spaces
The existing shop has 4 dedicated parking spaces. The retail area in the proposals is increased by 150% to cater for peak demand. If the parking were increased by 150% this would give 6 spaces.

- Surgery – Parking standards recommend 8 parking spaces
The current surgery operates with 3 parking spaces. The new surgery facility is based on the same plan as the existing with the addition of an accessible toilet. To increase the number of spaces by 5 for a building that will function identically as the existing seems excessive. It should also be noted that the current surgery is only open two days a week.

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The number of seats shown in the community hall on the plans is a graphic representation only and does not reflect the anticipated number of users, which will be managed if necessary as per with the existing hall. The size of the hall has been calculated to meet the accessibility needs of events where table seating is required (that has a lower head count per square meter). The average hall event, such as fitness, art and cinema clubs, have 30 – 45 participants with max 10 cars travelling to site. Occasional large events such as parties/funerals have up to 120 people with the

majority of users arriving on foot and circa 20 cars travelling to site. The existing site has only 5 dedicated parking spaces for the hall, 9 if you include the shop parking spaces that are used on occasion for larger events. The proposal is to increase the potential hall site parking from 9 to 26 (which also accommodates shop/surgery needs/flexibility and disabled parking). This number of spaces significantly increases parking provision on the site (by almost 300%) and importantly, is the maximum we believe the site can contain before having an impact on the setting of the conservation area.

3. Evidence to support the statement that the majority of visitors arrive on foot is required

- Please refer to page 19 of the needs analysis document undertaken by Focus Consultants that gives the results of a questionnaire issued to every house in Barrowden (which has around 200 households). The questionnaire received 155 responses, of which 90.9% of people stated that they walk to the village hall when attending events.

4. Lack of a transport statement

- As part of the pre-app consultation, confirmation of the planning documents required for the planning submission was received without mention of a transport assessment.
- As a result, although a transport statement would have been useful, it was deemed a non-essential expense to the project funded by the lottery. Had one been undertaken the results of this wouldn't change the basic fact that a planning balance has to be found between the generic parking standards and the setting of the conservation area.

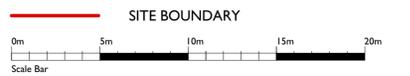
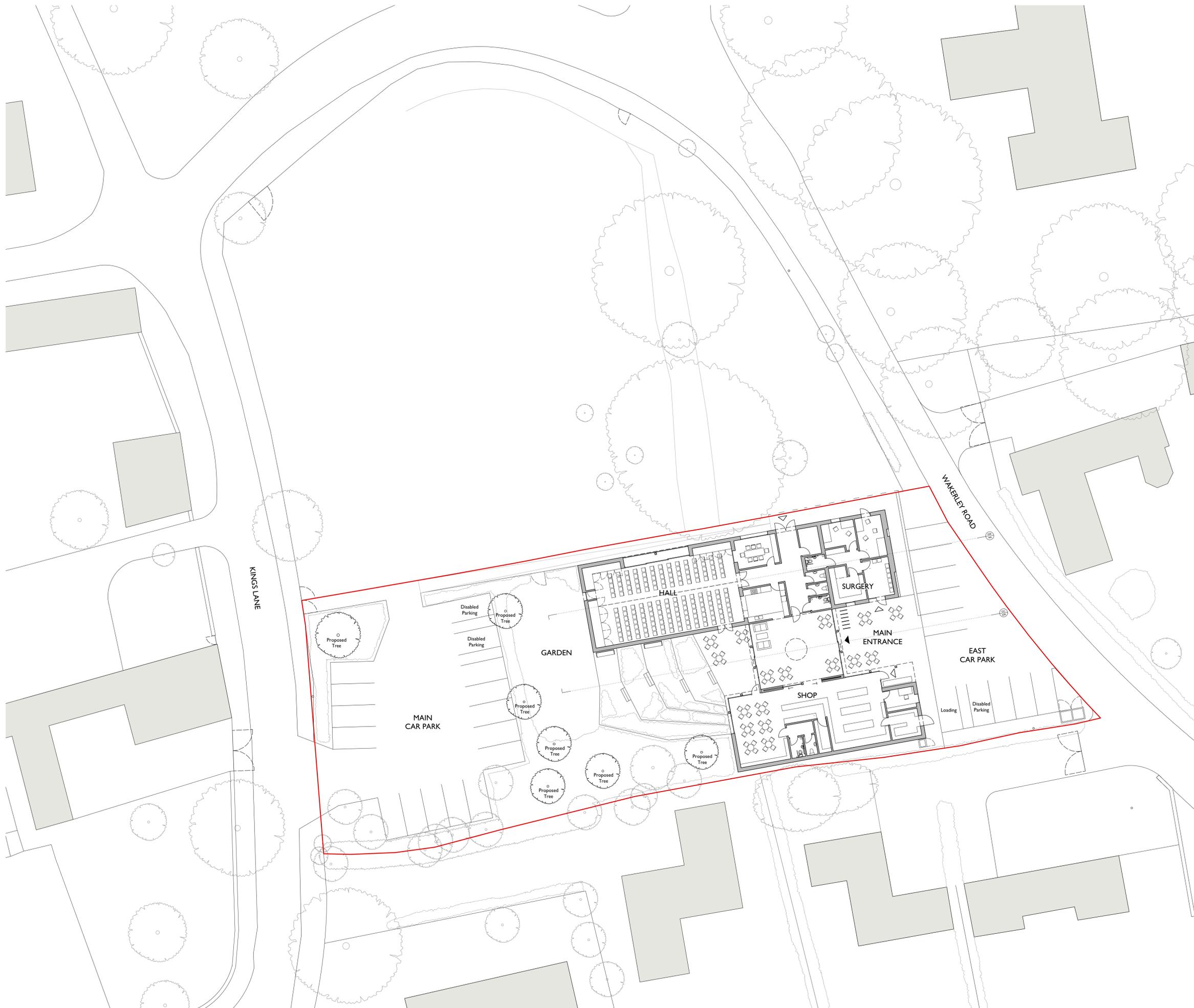
We hope that when a planning balance is applied, it is clear that 60 spaces for this facility is inappropriate and the parking proposal, that has previously been agreed during the pre-app by highways, planners and the parish council (who are the best qualified to make a balanced assessment) is considered more appropriate.

Appendix 1

DO NOT SCALE THIS DRAWING USE DIMENSIONS ONLY
 VERIFY ALL DIMENSIONS ON SITE BEFORE COMMENCING ANY WORK OR SHOP DRAWINGS
 INFORM THE ARCHITECT BEFORE ANY WORK STARTS IF THIS DRAWING EXCEEDS THE QUANTITIES IN ANY WAY

ISSUE STATUS: FOR PLANNING

Revision	Date	
A	12/03/2020	
B	20/03/2020	
C	23/06/2020	
D	31/07/2020	Planning Application



CLIENT
Barrowden Village Hall Committee

PROJECT
Barrowden Community Hub

TITLE
Proposed Site Plan

SCALE
1:200 @ A1

DATE
5th March 2020

JOB N°
18-149

DRAWN
MC

DRAWING N°
200



Acanthus Clews architects

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Appendix 2

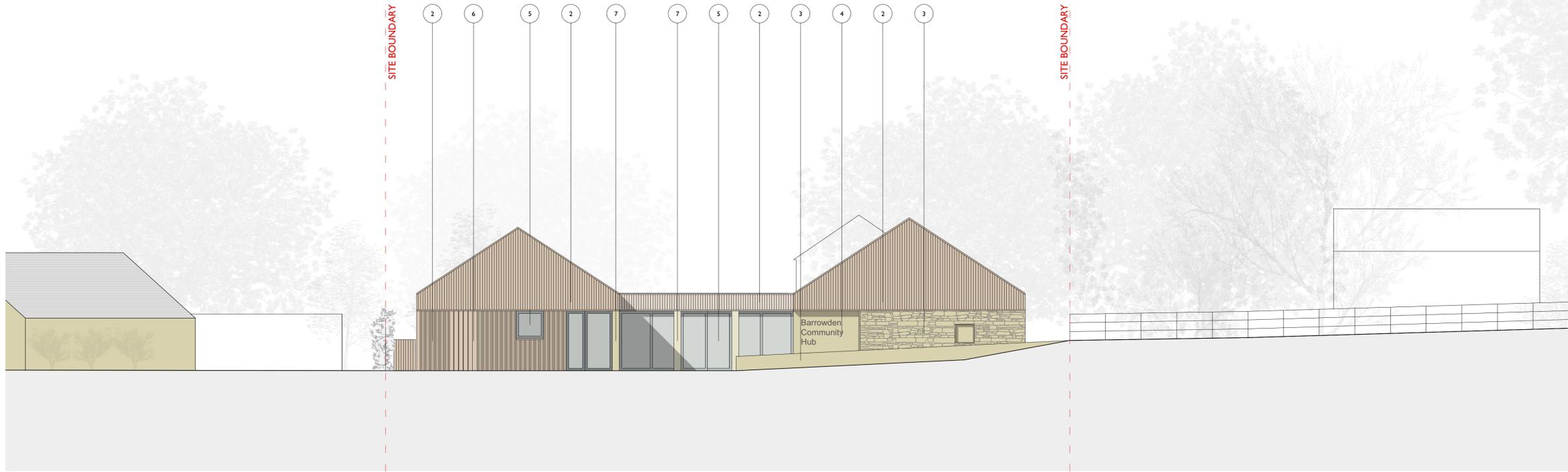
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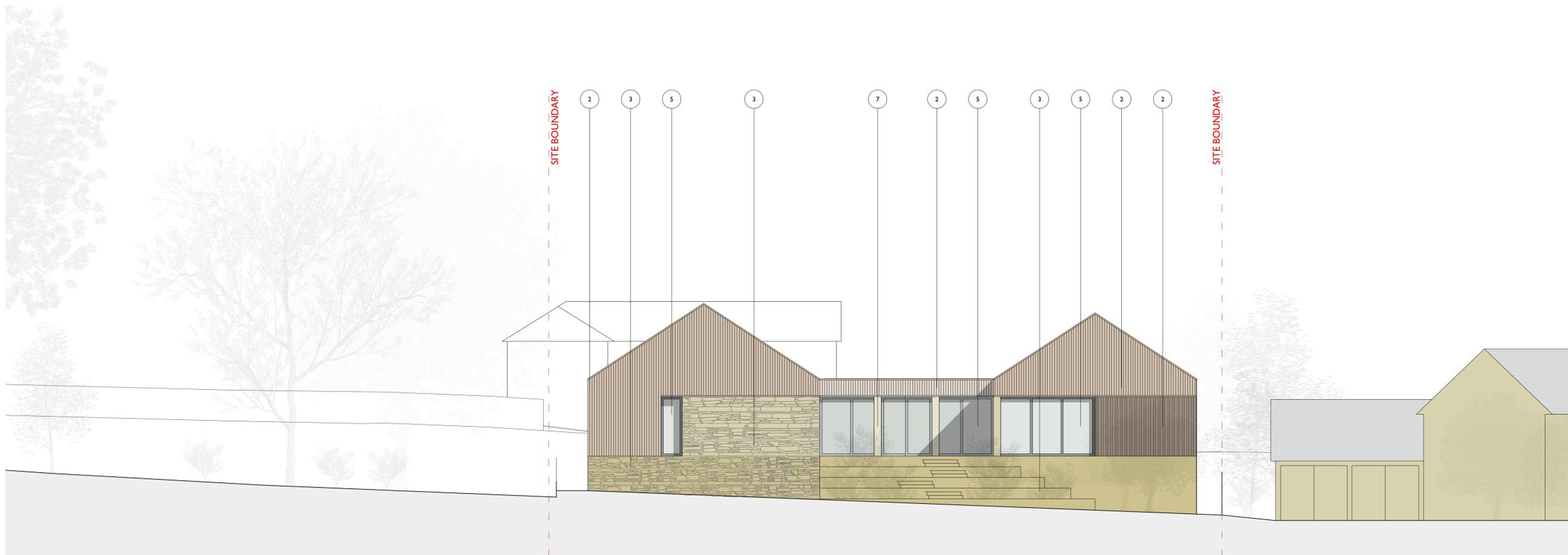
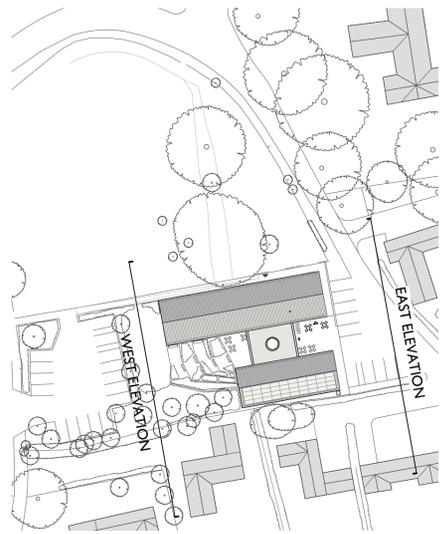
MATERIAL KEY:

- 01 - Zinc Standing Seam Roof
- 02 - Larch Timber Cladding
- 03 - Coursed Local Rubble Stone Wall
- 04 - Ashler Stone Cladding
- 05 - Powder Coated Metal Framed Triple Glazing
- 06 - Larch Boarded Door
- 07 - Hardwood Timber Column on Staddle Stone



East Elevation

Community Shop | Entrance Foyer | Surgery



West Elevation

Community Hall | Entrance Foyer | Community Shop



CLIENT
 Barrowden Village Hall Committee

PROJECT
 Barrowden Community Hub

TITLE
 Proposed East & West Elevations



Acanthus Clews
 architects

SCALE
 1:100 @ A1

DATE
 5th March 2020

JOB N°
 18-149

DRAWN
 MC

DRAWING N°
 211

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 www.acanthusclews.co.uk ©

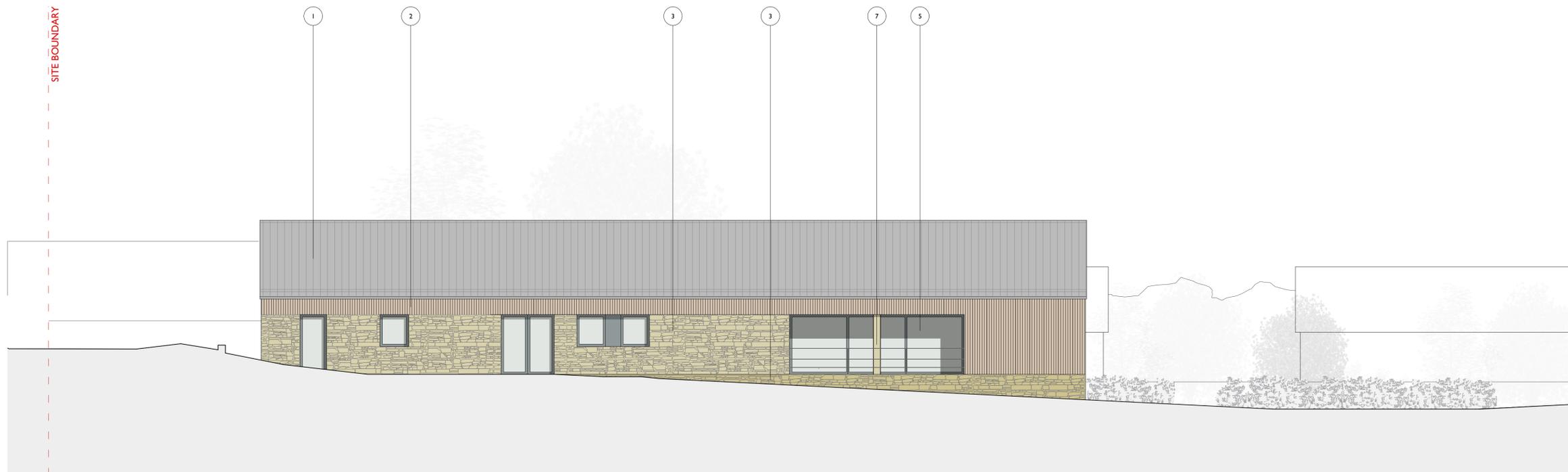
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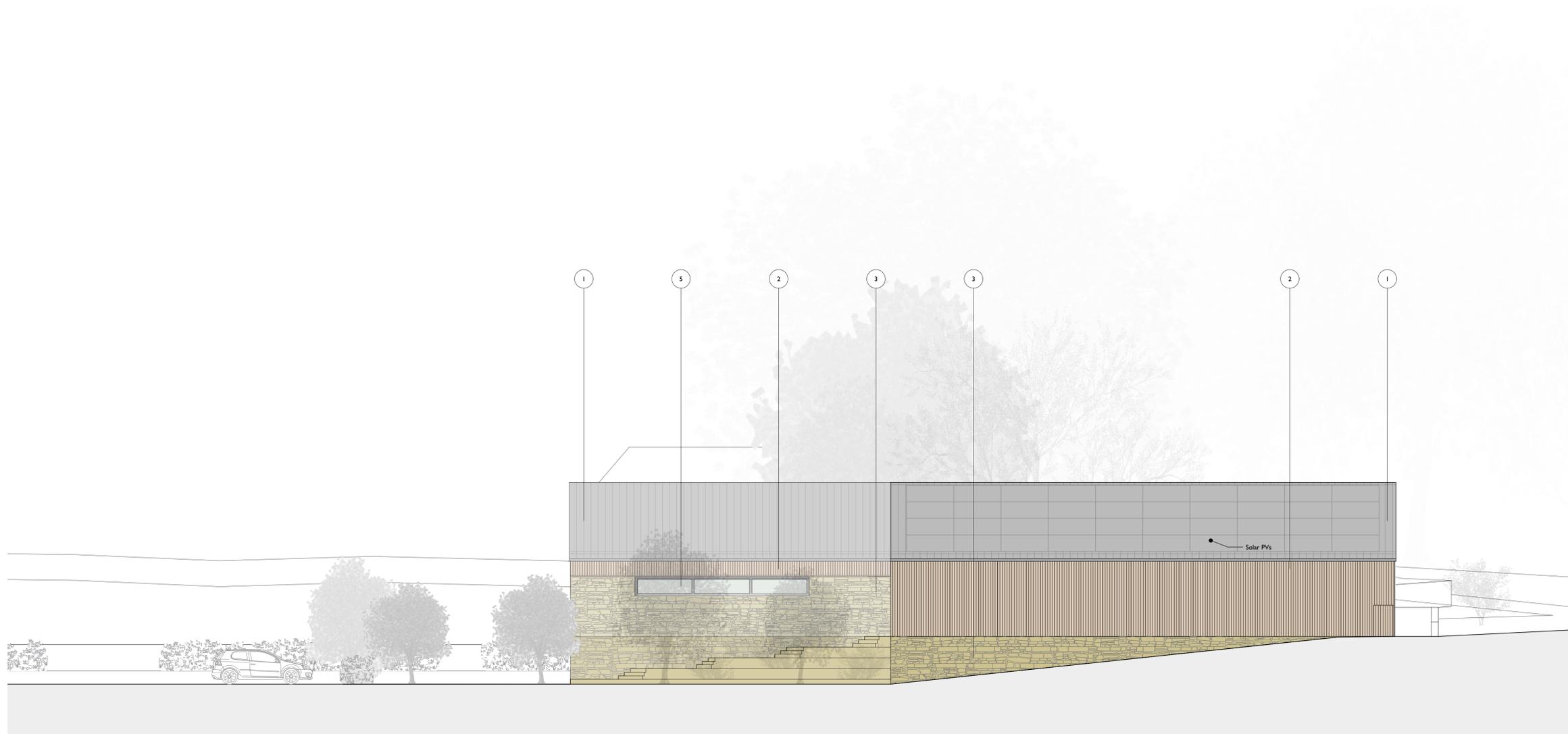
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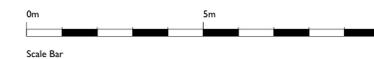
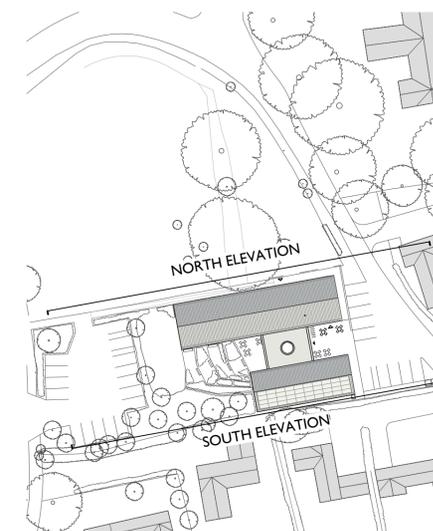
Surgery Hall Entrance Community Hall

North Elevation



Community Hall Community Shop

South Elevation



CLIENT	Barrowden Village Hall Committee	
PROJECT	Barrowden Community Hub	
TITLE	Proposed North & South Elevations	Acanthus Clews <i>architects</i>
SCALE	1:100 @ A1	
DATE	5th March 2020	Acanthus House 57 Hightown Road Banbury • Oxfordshire OX16 9BE Tel: 01295 702600 Fax: 01295 702601
JOB N°	18-149	architects@acanthusclews.co.uk www.acanthusclews.co.uk ©
DRAWN	MC	
DRAWING N°	210	

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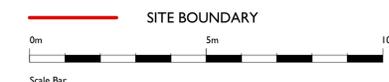
ISSUE STATUS: FOR PLANNING

Revision	Date
A	12/03/2020
B	20/03/2020
C	23/06/2020
D	31/07/2020

Planning Application

MATERIAL KEY:

- FF01 - Engineered Oak Board
- FF02 - Vinyl Floor Finish
- FF03 - Ceramic Floor Tiles
- FF04 - Proprietary Self Smoothing Wearing Screen
- FF05 - Stone Paver
- FF06 - Natural Aggregate Asphalt
- FF07 - Linoleum Floor Finish
- FF08 - Tarmac



CLIENT
 Barrowden Village Hall Committee

PROJECT
 Barrowden Community Hub

TITLE
 Proposed Ground Floor Plan



Acanthus Clews
 architects

SCALE
 1:100 @ A1

DATE
 5th March 2020

JOB N°
 18-149

DRAWN
 MC

DRAWING N°
 201

Acanthus House
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Timber precedent building



Timber precedent building



Timber precedent building with a standing seam zinc roof



Standing seam church roof precedent

Building Material
The structural frame and much of the cladding is proposed to be made from 100% UK sourced timber from forests local to the site to reduce the embodied carbon energy of the design.

The roof is proposed to be standing seam zinc. The colour of the zinc will be similar to the slate tiles found on many of the traditional buildings within Barrowden. It also has a similar form and tone to the lead roofs typically found on churches, reflecting its significance as a building at the heart of the community.



4.2 Detailed Proposals



Barrowden agricultural building



Barrowden banded stone

Building Material

A rubble stone is proposed to form a plinth on which the timber framed building will sit. The plinth will rise and fall with the topography and elevate the timber frame to reduce the effects of weathering. The stonework will incorporate a local banded bond used in many of the buildings within Barrowden.

The timber, stone and zinc materials will give a familiar yet contemporary appearance, reflecting the time in which the project is built and sustainable ambition of the building in the predominantly stone setting.



Varying stonework at the Acanthus Clews designed Warwick Hall, Burford



Stone and timber precedent building



4.2 Detailed Proposals



View of the entrance courtyard



View from the west
(New proposed trees that line the main car park have not been shown in this image so that the building is visible)

A courtyard defines the entrance to the hub. The space has the potential for market stands and outdoor seating. The glazed foyer provides a light and inviting space in which to enter the building.

Small garden spaces are provided within the terraced south west facing garden accessed from the parking off Kings Road.

The spacing of the timber cladding subtly changes between buildings. The banded rubble stone walls reference the existing stonework found in the village.



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