



# Planning Committee Report

**Committee Date:** 4<sup>th</sup> May 2022

**Application Number:** WNN/2021/0159

**Location:** Rathgar Care Home , 349 Kettering Road, Northampton,

**Development:** Demolition of existing dwelling at no 351 Kettering Road and replacement with part single, part two and part three storey extension to Rathgar Care Home together with parking and access alterations and associated works including alterations to boundary treatments

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**Applicant:** Rathgar Care Home Ltd

**Agent:** Smith Jenkins Ltd

**Case Officer:** Christopher Wentworth

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**Ward:** Boothville and Parklands Unitary Ward

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**Referred By:** Councillor Mike Hallam

**Reason for Referral:** Overdevelopment and impact on amenity

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## **EXECUTIVE SUMMARY OF PROPOSALS AND RECOMMENDATION**

### **RECOMMENDATION: GRANT PERMISSION SUBJECT TO CONDITIONS**

as set out below with delegated authority to the Assistant Director for Place and Economy to approve any amendments to those conditions as deemed necessary.

### **Proposal**

This application seeks full planning permission for the demolition of the existing two storey dwelling at 351 Kettering Road and the redevelopment of the application site to provide a 17-no. bed care home building extension to the existing Rathgar Care Home located next door at no. 349 Kettering Road. The overall care home provision would result in a total of 34 no. beds. The care home would provide care for the elderly (Use Class C2) arranged over three floors together with a total of 10 car parking spaces, associated landscaping and amenity space.

### **Consultations**

The following consultees have raised **objections** to the application:

- Highways
- Cllr Mike Hallam

The following consultees have raised **no objections** to the application:

- Environmental Health
- Fire Service
- Arboricultural Officer
- Northamptonshire Police

22 no. letters of objection have been received.

## **Conclusion**

The application has been assessed against the relevant policies in the NPPF, the adopted Local Plan and other relevant guidance as listed in detail at Section 8 of the report.

The key issues arising from the application details are:

- Principle of Development
- Design and Layout
- Residential Amenity
- Parking and Highway Safety

The report looks into the key planning issues in detail and officers conclude that the proposal is acceptable subject to conditions.

**Members are advised that the above is a summary of the proposals and key issues contained in the main report below which provides full details of all consultation responses, planning policies, the Officer's assessment and recommendations, and Members are advised that this summary should be read in conjunction with the detailed report.**

## **MAIN REPORT**

### **1 APPLICATION SITE AND LOCALITY**

- 1.1 The application site relates to the Rathgar Care Home, at 349 Kettering Road, and the adjacent property no. 351 Kettering Road. The site lies on the north western side of Kettering Road in the Spinney Hill area of Northampton. The existing care home was converted from a two-storey dwelling during the 1980's. It has been extended to the rear with two storey and single storey additions, and conversion of the roof space with front and rear dormer windows. The building is finished in render with a tiled roof, and bay windows to the front elevation. The care home currently operates with 17 bedrooms. There is vehicle access from Kettering Road and 5 parking spaces.
- 1.2 No. 351 Kettering Road is a two-storey detached dwelling with single storey extensions. It is finished in brick with a tiled cat slide roof and a front dormer window. It has a private vehicle access and parking for 3 cars. There are neighbouring dwellings on each side of the site; no. 347 Kettering Road to the south-west and no. 353 Kettering Road to the north-east. There are neighbouring properties across the main highway to the east. The rear/western boundary of the site backs onto Mountfield Road which is a shared private road.
- 1.3 The site is set within a residential area of the town and is served by public transport with the nearest bus stops on Kettering Road within 300-350 metres. There are two

bus routes from these stops which operate 4 services per hour Monday to Saturday and 2 services per hour on Sundays in and around Northampton.

## **2 CONSTRAINTS**

2.1 None relevant.

## **3 DESCRIPTION OF PROPOSED DEVELOPMENT**

3.1 This application seeks full planning permission for the demolition of the existing two storey dwelling at 351 Kettering Road and the redevelopment of the application site to provide a 17-no. bed care home building extension to the existing Rathgar Care Home located next door at no. 349 Kettering Road. The overall care home provision would result in 34 no. beds. The care home would provide care for the elderly (Use Class C2) arranged over two and three storeys together with a total of 10 car parking spaces, associated landscaping and amenity space.

## **4 RELEVANT PLANNING HISTORY**

4.1 The following planning history is considered relevant to the current proposal:

<b>Application Ref.</b>	<b>Proposal</b>	<b>Decision</b>
N/1987/0170	Change of use to residential care home.	Approved.
N/1988/1332	Extension to residential care home.	Approved.
N/1993/0585	Extension to residential care home.	Approved.
N/2002/0195	Two storey and single storey rear extension.	Refused.

## **5 RELEVANT PLANNING POLICY AND GUIDANCE**

### **Statutory Duty**

5.1 Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

### **Development Plan**

#### **West Northamptonshire Joint Core Strategy (2014)**

5.2 The West Northamptonshire Joint Core Strategy (JCS) provides an up-to-date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

- S1 - The Distribution of Development
- S7- Provision of Jobs
- S10 - Sustainable Development Principles.
- S11 - Low Carbon and Renewable Energy
- C2 - New Developments
- H1 – Housing
- H5 - Existing Housing Stock
- BN1 - Green Infrastructure
- BN2 – Biodiversity
- BN7 - Flood Risk

- BN9 - Planning for Pollution Control

### **Northampton Local Plan 1997 (Saved Policies)**

5.3 Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

- E20 - New Development (Design)
- H29 - Residential Institutions

### **Material Considerations**

5.4 Below is a list of the relevant Material Planning Considerations.

- **National Policies**

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Section 2 – Achieving Sustainable Development  
 Section 8 - Promoting healthy and safe communities  
 Section 9 - Promoting sustainable transport  
 Section 11 - Making effective use of land  
 Section 12 - Achieving well designed places  
 Section 15 - Natural Environment

- **Northampton Local Plan Part 2 (2011-2029) (Emerging)**

Following the decision at the Full Council on 18 January 2021, the former Northampton Borough Council submitted the Northampton Local Plan Part 2 (2011 – 2029) and supporting documents to the Secretary of State for Housing, Communities and Local Government (now Secretary of State for Levelling Up, Housing and Communities) on 4 February 2021 for examination. This is in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

In line with Paragraph 48 of the National Planning Policy Framework, the policies contained within the emerging Northampton Local Plan Part 2 are therefore a material consideration in the determination of planning applications. The weight afforded to the policies relevant to this application are set out below:

- Policy 1 – Presumption in favour of sustainable development – *Significant Weight.*
- Policy 2 – Placemaking – *Moderate Weight.*
- Policy 3 – Design – *Moderate Weight.*
- Policy 4 – Amenity and Layout – *Moderate Weight.*
- Policy 13 – Residential and other residential led allocations – *Significant Weight.*
- Policy 14 – Type and Mix of Housing – *Moderate Weight.*
- Policy 35 – Parking Standards – *Significant Weight.*

## Supplementary Planning Documents

- Planning out Crime in Northamptonshire SPG 2004
- Northamptonshire County Parking Standards 2016
- Biodiversity SPD 2017
- Northampton Parking Standards 2019

## 6 RESPONSE TO CONSULTATION

6.1 Below is a summary of the consultation responses received at the time of writing this report. Responses are available to view in full on the Council's website.

Consultee Name	Comment
Fire Service	No representations to make.
Highways	<p>The parking provision proposed is not acceptable. The development would double the size of the existing care home and only provide an additional 3 parking spaces. The existing care home has 20 existing staff members and according to the transport statement, the extended facility would include another 22 members of staff. As per the Northampton parking standards, a residential care home needs to provide 1 space per full time staff and 1 per 3 beds for visitors. In addition to this, a minimum of 10% of the spaces provided need to be to disabled spaces. Furthermore, as this is a care home, a doctor / emergency space will need to be required close to the entrance of the buildings.</p> <ul style="list-style-type: none"> <li>- The existing access does not meet the minimum standards and as this development would result in an intensification of use, it must be improved.</li> <li>• Vehicle to Pedestrian (and Vice Versa) Visibility – A minimum of 2m x 2m visibility splays are required, as illustrated in the Standing Advice. Also, any feature within the triangular pedestrian visibility splay area must not exceed 0.6m in height above footway level. These must be secured within the site and cannot form part of the driveway itself.</li> <li>• As this is a care home, a commercial crossover will be needed, with a minimum width of 6m.</li> </ul>
Arboricultural Officer	<p>The Arboricultural Impact Assessment and Method Statement report from MacIntyre Trees was thorough and comprehensive, and made convincing arguments within the impact assessment for the proposed tree removals; the method statement contained useful recommendations for tree protection measures.</p> <p>Condition – Implementation of arboricultural method statement (AMS) and a tree protection plan (TPP).</p>
Environmental Health	<p>No objection, subject to conditions.</p> <ul style="list-style-type: none"> <li>- Unexpected Contamination.</li> <li>- Construction Noise.</li> </ul>
Northamptonshire Police	<p>There is no objection to this application, but concerns have been raised locally regarding the use by builders of the rear service road, which runs up behind the plot, for use during construction. It is gated for security as houses</p>

	<p>on both Kettering road and Mountfield Road about it and if used during construction there are concerns about the vulnerability of the space to casual intrusion and possible anti-social behaviour as well as burglary if the gates are not secured. Is it possible to apply a condition detailing where access for construction can be provided and where not?</p> <p>A bin storage area is located at the very rear of the plot which seems odd considering bin collection lorries will require access to the bins and are unlikely to have access via a private gated road. Again, to ensure the security of the rear service road consideration should be given to moving this feature closer to the Kettering Road frontage where the bin lorries will presumably access the site.</p>
Cllr Mike Hallam	Called in to Planning Committee – Concerns on overdevelopment of site and adverse impacts upon neighbour amenity.

## 7 RESPONSE TO PUBLICITY

Below is a summary of the third party and neighbour responses received at the time of writing this report.

7.1 There have been 22 no. objections to the proposal. A summary of the comments received is provided below:

- The existing care home already causes considerable disruption - delivery lorries completely block one carriageway of Kettering Road resulting in tailbacks.
- There is limited parking on site meaning that staff & visitors routinely park (inconsiderately and often too close to the junction) in Greenfield Avenue. The addition of bedrooms and the necessary staff will surely cause further parking issues in already congested area and often bordering on dangerous to navigate nearby roads due to insufficient proposed parking.
- The area already has Rathgar, two care homes in Hillcrest Avenue and a (very) large purpose-built care home further up Kettering Road, is this specific development really of benefit to the area?
- Adverse impacts upon neighbouring property (353 Kettering Road).
- Insufficient space for delivery vehicles.
- Boundary treatments to be removed/revisted.
- Loss of trees.
- The rear extension would be visually intrusive.
- Mountfield Road is not suitable to be used for construction or general traffic associated with the use.
- Overdevelopment of the site.
- Overlooking.
- Loss of privacy.
- Change the character of that part of Kettering Road.
- Loss of residential accommodation.
- Incorrect boundary shown.
- Refuse storage located to rear rather than front.
- Construction works would adversely impact residents.
- Is drainage sufficient for the size of property?

- Parking/traffic survey based upon estimates rather than survey work.

## **8 APPRAISAL**

### Principle of Development

- 8.1 The application proposes a residential use in a residential area and is therefore, by definition, compatible with neighbouring residential properties. Furthermore, the proposal would provide specialist accommodation for older people in the form of 24-hour care for the elderly, such as those with nursing and dementia care need, and therefore would help contribute to the different housing needs across Northampton in accordance with the requirements of Policy H1 of the Joint Core Strategy. As such, no objections are raised to the principle of the proposed development.
- 8.2 The proposal would result in the loss of the existing dwelling at no. 351 Kettering Road as raised by local residents in objections received. However, the proposal would extend the care home use and therefore a form of residential use of the site would be retained. The proposal would not result in the loss of an existing dwelling to a non-residential use and would therefore comply with the requirements of Policy H5 of the JCS. The proposal would create 17 no. additional bedrooms for the care home, and therefore the proposal makes more efficient use of the land whilst retaining residential use, in line with Paragraphs 61 and 117 of the NPPF.
- 8.3 The NPPF and Planning Practice Guidance (PPG) recognise the need to provide for the housing needs of older people in order to address the requirements of an ageing population. The PPG states that the need to provide housing for older people is critical. There is an identified need for good quality care home beds in Northamptonshire, as set out in the Study of Housing and Support Needs of Older People across Northamptonshire (March 2017). The report confirms that there are not enough care home beds to meet current demand. The Northampton Borough Council Specialist Housing Supplementary Planning Document (adopted November 2019) states that in Northampton there is a deficit of care beds from 2019 onwards which continues to decline until the end of the forecast period in 2039 and that there is a requirement of 64 care beds each year to meet care bed needs until at least 2030. This forms a material consideration in the assessment of the proposal. It is noted that objections have been received regarding the need for residential care homes given the existing provision in the local area. However, as outlined above, there is demonstrable need for such accommodation locally (and nationally).
- 8.4 In addition, and notwithstanding the above, the Council cannot presently demonstrate a five-year housing land supply. Therefore, in accordance with the presumption in favour of sustainable development in Paragraph 11 of the National Planning Policy Framework (NPPF), development should be permitted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. The redevelopment of the site for a 34-no. bed care home (additional 17 no. bedrooms) would make a positive contribution towards the Council's housing supply, with associated social and economic benefits. In addition, the proposal would provide other benefits such as meeting a need for accommodation for older people and generating permanent employment opportunities within a sustainable urban location. These benefits are considered to weigh heavily in favour of the proposal.

### Design and Layout

- 8.5 Saved Policy E20 of the Northampton Local Plan and Policies S10 and H1 of the Joint Core Strategy place great importance on the quality of design of new

developments and are in conformity with the NPPF which advises that planning should always seek to secure high quality design.

- 8.6 The proposal is to demolish the existing dwelling at no. 351 Kettering Road which comprises of a 1960's/70's two storey dwelling and extend the existing care home onto this site with single, two and three storey extensions in the form of a building that is linked to the existing care home building by a subservient, glazed link. The proposed care home extension would comprise a large building with an overall width (including the glazed link) and depth of approx. 17.6m and 23.5m respectively and a maximum height of 9m. The single storey rear extension extends to approx. 16m wide and 12.5m depth from the rearmost point of the two-storey building extension and is erected to a height of 3.25m with a flat, green roof. The extension is physically distinct from the existing care home, however key design references including bay windows, the hipped roof, projecting gable features, and materials are proposed so as to provide a cohesively designed scheme between the two buildings. It is noted that from the Kettering Road elevation, that ground levels, and ground and first floor window heights are also consistent between the existing building and the proposed extension which is welcomed.
- 8.7 The proposed extension would comprise of two main elements: the main front part of the extension facing onto Kettering Road, and a rear single storey extension. The footprint of the proposed extensions has been designed to reflect the footprint of the existing care home which has a similar two storey and single storey arrangement. The existing care home building and the extension would be linked by a new central glazed entrance lobby and this would form the main entrance to the care home. The existing entrance would be retained for staff use, allowing members of staff to easily access changing areas at the front of the building at the start and end of each shift. The provision of a glazed link and lobby to the front of the enlarged building is considered to be a positive design addition that provides a focal point and clear wayfinder to the building entrance within the streetscene.
- 8.8 The front part of the extension would be two storeys in height with further accommodation in the roof space. It would have a symmetrical design with bay windows and gable features on the front elevation. The roof would be hipped at each end. The front elevation would be finished in render and plain tiles to match the existing building which is considered to be appropriate as it aids in cohesion between the old and new. There would be a two-storey projecting wing at the rear, which would have a flat roof and covered in vertical timber effect cladding.
- 8.9 The single storey element of the extension to the rear of the two-storey extension would be linked to the existing single storey rear extension of the care home and would be finished in matching materials of brick and render and would have a flat green roof. Details of the green roof can be secured by planning to secure an appropriate standard of development. A new courtyard would be created between the front part of the extension and the single storey rear block. This would provide a discreet courtyard for residents use off of the main lounge area whilst the rear garden of no. 351 would be integrated with the existing garden of the care home to create a larger, private amenity space area.
- 8.10 It is considered that the scale and design of the proposed extension has been designed to appear as a distinct addition to the existing care home building, which would be separated from the original care home building but would replicate the traditional design features, proportions and materials of the existing in order to achieve a cohesive development and maintain the residential character of the site. The main part of the extension would be at the front of the site and would be set back



slightly behind the building line of the existing care home which is considered to be appropriate as the building line is slightly staggered along this section of Kettering Road. The mass of the building would be broken down using double gable features on the front of the building and a symmetrical hipped roof with matching roof materials which can be secured by planning condition. The extension would also be set away from the boundary to the north between no. 353 by approx. 1.4m. Within the street scene, the height of the proposed two storey extension would sit between the ridge height of the existing care home and the adjacent neighbour to the north to a height of 9m to the ridge line. The height of the extension is considered to be appropriate in this regard as it allows for a stepped appearance between buildings along Kettering Road, which is on a hill.

- 8.11 At the rear of the site there would be a single storey extension covered in a green roof. This would be set further away from the northern boundary by 2.2m and would be concealed from public views by the front element of the extension. A large single storey projection exists at the rear of the existing care home, and therefore the proposed addition replicates this arrangement somewhat, albeit in a more uniform shape, and would provide additional bedroom accommodation. Concerns have been raised within objections received that the proposal would represent overdevelopment of the site and would be an incongruous addition within the streetscene. Whilst the proposal does represent an increase in built form over the existing dwelling found on site, the streetscene is characterised by generous detached dwellings, with some variation in size, design and use of materials. When viewed from the public realm the scale of the extension is considered to be an appropriately sized addition within the site and is set in from the northern boundary as other buildings along this section of Kettering Road are.
- 8.12 It is noted that the scale of the proposed single storey rear extension would be large. However, it would generally reflect the scale of an existing single storey rear extension to the existing care home building within the wider site and has been designed in a manner so as to reduce its visual impact upon surrounding properties by being single storey in nature with a flat, green roof. The proposed extension would retain a 'rear garden' space that would be combined with the adjacent care home garden and would not result in the whole site being built upon. Furthermore, it is noted that the wider area has been characterised by properties with long rear gardens. However, such a plot formation has changed over time where development has been undertaken within such plots (i.e., dwellings in gardens, rear extensions). On this basis, it is considered that the quantum of development as proposed is an acceptable addition in this case and when combined with the fact that careful attention has been paid to the front elevation of the extension to include existing design features including a hipped roof, gable features, fenestration size/pattern and materials to create a visual connection and integrate the extension on the site and the street scene, the proposed design of the development including the layout, scale and density is appropriate in relation to the characteristics of the surrounding area. The proposal would have an acceptable impact on the street scene and would represent the most efficient use of land. The proposal would comply with Policy E20 of the Northampton Local Plan, Policies S10 and H1 of the Joint Core Strategy, Emerging Policy 3 of the Northampton Local Plan Part 2, and Paragraph 127 of the NPPF.

#### Residential Amenity

- 8.13 Saved Policy E20 of the Northampton Local Plan, Policy H1 of the Joint Core Strategy, emerging Policy 4 of the Northampton Local Plan Part 2 and the guidance in the NPPF all seek to secure a good standard of amenity for all existing and future occupants of land and buildings.

- 8.14 The care home building extension would be set to the northern side of the existing care home building and to the south of 353 Kettering Road, some 1.4m in from the side boundary and 3.75m from the two-storey flank wall of no. 353. Concerns have been raised by local residents that the proposed extension would adversely impact upon the neighbouring dwelling of 353 in terms of overlooking, loss of privacy and outlook. With regards to outlook, no. 353 is a two-storey residential dwelling that has bedroom and study accommodation at first floor level. Two windows are positioned to the side elevation of the existing dwelling that serve bedroom accommodation and which would be impacted by the proposed building extension. At present these windows do look onto the two-storey flank wall of the existing dwelling at a distance of 5.9m and look over a single storey part of the dwelling to do so. The proposed building extension, whilst not advancing the footprint of the building closer than the dwelling to be demolished, would advance the two-storey element with a hipped roof and dormer 2.15m closer to the two windows at a distance of 3.75m. This would result in reduced outlook to those two side windows. However, it is noted that the two rooms in question are served by principal windows to the front and rear elevations and that the side windows in question are secondary windows, albeit on a southern elevation. Given the secondary nature of the windows, and the small increase in distance posed by the two-storey extension in terms of outlook, it is not considered that the works would give rise to a significant level of harm to residential amenity associated with residents of no. 353 such it would be sufficient to warrant refusal in this regard.
- 8.15 With regards to loss of privacy and overlooking, the main two storey extension that fronts Kettering Road, would not give rise to overlooking or loss privacy associated with no. 353. It is noted that two doors are located on the northern elevation that would serve a plant room and fire exit and at first floor level two windows are proposed in line with the flank wall of no. 353 which would provide a window for the internal stairwell and a window for an en-suite shower room to bedroom 29. It is not considered that these windows would give rise to significant levels of overlooking or loss of privacy as they would not relate to habitable rooms. However, in order to reduce the 'feeling' of overlooking it is considered appropriate to secure obscure glazing to these two windows.
- 8.16 The two-storey rear outrigger extension would provide bedroom accommodation and would be set down from the 'main' two-storey extension with a flat roof. The rear outrigger would provide four windows at first floor level to its northern elevation that would face towards the boundary of no. 353. Three of these windows would serve a corridor and one would serve a resident's bedroom. These windows would be set in 13m from the side (northern) boundary with no. 353 and as such, given the distance of 13m involved it is considered that these windows would not result in levels of overlooking or loss of privacy sufficient to warrant refusal and that the distance proposed is sufficient. To the other side of the two-storey outrigger, two windows are proposed that would serve a bedroom and shower room and these would be positioned at a distance of 13.7m from the southern side boundary with no. 347 and would look over the existing care home site.
- 8.17 The proposed single storey rear extension proposes two windows that would face onto the northern side boundary with no. 353 at a distance of 2.3m from the boundary. At present the boundary is formed of a brick wall and the proposal seeks to remove this and replace the entire boundary with a 1.8m high concrete post and timber panel fence along the entire rear boundary. Whilst this would provide poor outlook from these windows, the windows in question are secondary windows, with the bedrooms in question served by windows to other elevations. Furthermore, the

height of the proposed boundary treatment and height of the proposed windows would not result in overlooking to the neighbouring garden. It is noted that views of the top portion of the extension above the fence line would be viewable from neighbouring gardens. However, this is not considered to result in adverse visual impacts to adjacent residents.

- 8.18 It is noted that third party concerns have been received regarding the potential for noise and activity from future users of the garden of the care home detracting from the amenity of neighbours. However, a care home is a residential use and is, therefore, by nature compatible with neighbouring residential dwellings. Also, it is noteworthy that a part of the site was previously used as a care home. Furthermore, the use can be restricted to a care home only and no other use within Class C2 to prevent a change to other C2 uses that may not be as compatible with neighbours.
- 8.19 In addition, and in any event, the noise implications of the scheme have been assessed by Environmental Health and found to be acceptable subject to conditions to prevent unacceptable impacts from construction works which can be secured within a construction management plan. Environmental Health advise that the submitted noise assessment has been reviewed and that the report methodology and assessment is accepted. However, clarification on the ventilation of the rooms directly overlooking Kettering Road, which are those subject to higher road traffic noise levels is required. Such details can be secured by planning condition so as to ensure that the thermal comfort for residents in warmer weather conditions is secured. Furthermore, it is noted that the proposed extension includes an enlarged kitchen area to accommodate the increased number of residents which is expected. However, it is considered necessary to secure details of plant and machinery along with odour control so as to ensure that neighbour amenity, for both existing and future occupiers is maintained.
- 8.20 Turning to the amenities of future occupiers of the care home, the individual bedrooms contained within the extension are generously sized and all include en-suites. In addition, all bedrooms are served by at least one large window, that overlook Kettering Road, the rear courtyard or the rear communal amenity space. The care home extension would also include an additional communal lounge/dining space (in addition to the existing lounge in the existing building) and a new kitchen area. Furthermore, the residents would also benefit from a generously sized and landscaped communal amenity area to the rear of the site along with a sheltered courtyard between the two and single storey elements. Subject to the conditions as outlined above it is considered that the proposal results in acceptable impacts upon residential amenity for existing and future occupiers.

#### Parking and Highway Safety

- 8.21 The Northamptonshire Parking Standards seek one parking space per full time equivalent staff plus 1 one visitor space per 3 beds, with 10% of the total car parking spaces required to be disabled spaces. In addition, the Parking Standards seek 1 cycle space per five staff members.
- 8.22 The existing care home with 17 no. bedrooms currently has 5 no. informally marked parking spaces along with a refuse store located to the front of the building. It is noted that the submission makes reference to 7 no. existing spaces although 5 no. spaces was observed on site and this figure has been assumed for the assessment. In addition, the separate driveway that currently serves no. 351 provides informal parking for 3 no. vehicles. As such, there is an existing parking shortfall on the current

site (5 no. spaces to 17 no. bedrooms) and this is a material consideration in the assessment of the current application.

- 8.23 The current application proposes a 34-bed care home, with the extension providing an additional 17 bedrooms, which would be served by 10 no. onsite parking spaces along with improved manoeuvring space. One of the spaces would be a disabled bay and the internal car park area would provide sufficient space for a delivery vehicle to unload clear of the public highway, a concern which residents have raised as an existing issue. The proposal would however still not meet the standards, a concern also noted by the Highway Authority, with for example the standards suggesting that the development should provide 12 parking spaces for visitors as well as additional parking for staff at one space per full time equivalent (FTE) staff. The supporting submissions suggest that there would 42 FTE staff with up to 16 no. staff likely to be on site at any one time and that based on survey work undertaken that approx. 40% of staff travel to work by private car.
- 8.24 On this basis, the proposed parking provision would result in an improvement upon the existing substandard provision and would result in a 100% increase in onsite and formally marked out parking provision which is supported. Whilst it is noted that this falls below the standards however it should be acknowledged that the standards are only guidance and it must also be taken into account that there was an existing parking shortfall on the site, along with other supporting material considerations. In this case, the site is located within a sustainable, urban location with a number of bus stops located along Kettering Road close to the application site and the proposal has the ability to provide improved levels of cycle storage within the site which can be secured by planning condition. The application has also been supported by a Travel Plan which seeks to promote sustainable forms of transport to the site. Furthermore, the existing site access from Kettering Road does not currently provide sufficient visibility and improvements to this can be secured by planning condition and the existing access serving the existing dwelling would also be removed.
- 8.25 It is also noted, and a point raised by the applicant, that a recent planning consent was granted for a new care home, known as Cedarwood, further along Kettering Road whereby the scheme was approved with a similar parking level of 19 no. spaces for 56 beds which equates to approx. 1 space per 3 beds. In the case of the current scheme, the proposal would provide 1 space per 3.4 beds and this assessment is also considered to be material consideration in the assessment of this scheme. The Parking Standards recently adopted by Northampton seek to encourage the installation of Electric Vehicle Charging Points (EVCP). One such charging point is proposed as part of this application and such provision can be secured by condition.
- 8.26 Having regard to the above, it is considered that on balance, whilst the proposal fails to meet the minimum parking standards outlined in the Parking SPD, the proposal does result in a substantial improvement in terms of provision and access compared to the existing situation and offers the opportunity to provide more sustainable transport options in terms of cycle storage and the ability for delivery/service vehicles to service the site clear of the public highway. On this basis, it is considered that the proposal is an acceptable addition and would not result in significant adverse highway impacts sufficient to warrant refusal of planning consent.

#### Other Considerations

- 8.27 The proposal would result in the loss of trees (2 no. category C trees and a group of category C) and a section of Elm hedgerow along the site's northern boundary to the front of the site facing towards Kettering Road. The application has been supported

by a Arboricultural Impact Assessment and Method Statement along with a tree protection plan which has been assessed by the Council's Tree Officer for the area. They have raised no objection to the proposal in this regard and have requested the imposition of a planning condition to ensure that the contents of the assessment and protection plan are implemented which is considered to be appropriate in this case.

- 8.28 The Northants Police Crime Design Advisor raises no objection to the proposal but raises concerns over construction access, particularly from the rear along Mountfield Road. Furthermore, they raise concern over the placement of bins to the rearmost portion of the site whereas they are likely to be collected/emptied at the Kettering Road frontage, a concern also noted by local residents. On these points they request the imposition of conditions to secure revised refuse storage details (towards the front of the site) and a construction management plan. Such conditions are considered necessary to exactly define the scope of the planning permission granted and to ensure that residential amenity is maintained to neighbouring properties.
- 8.29 A revised site plan was received during the course of the assessment which revised the site boundary shown on the site plan between the site and no. 353 Kettering Road following an objection on the basis that the boundary line was inaccurate.

## **9 FINANCIAL CONSIDERATIONS**

- 9.1 As the building would fall within Use Class C2, there is not a policy requirement to secure construction training or other Section 106 matters and, for the avoidance of doubt, a condition is recommended that would reinforce the Use Class of the approved development. Furthermore, the development proposal is not CIL liable.

## **10 PLANNING BALANCE AND CONCLUSION**

- 10.1 To conclude, the Council cannot presently demonstrate a five-year housing land supply and, therefore, the application needs to be assessed in accordance with the presumption in favour of sustainable development. In this instance, the proposal would comply with the development plan and provide specialist accommodation for older people to help contribute to the different housing needs across Northampton and the Council's five-year housing land supply, with associated social and economic benefits. On balance, whilst the proposal does not provide parking provision in line with published standards, the proposal does result in an improvement on the existing situation and subject to conditions, would not give rise to significant harm upon highway safety or neighbour amenity that would significantly and demonstrably outweigh the benefits. Therefore, it is recommended that planning permission is granted subject to conditions.

## **11 RECOMMENDATION / CONDITIONS AND REASONS**

- 11.1 Approve, subject to conditions.

### Time Limit

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

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

### Plans

2. The development hereby permitted shall be carried out in accordance with the following approved plans: 202 Rev A, 204, 205, 206, 207, 208, 209.

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

#### Use

3. The development hereby permitted shall be used as a care home only and for no other purpose including any other purpose in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.

Reason: For the avoidance of doubt and in the interests of ensuring a satisfactory standard of development, residential amenity and parking provision as the application has been assessed on details submitted in accordance with the requirements of Policies H1, S10 and C2 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

#### CEMP

4. Notwithstanding the submitted details and Prior to the commencement of the development hereby permitted (including demolition), a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. Development shall then be carried out in accordance with the approved CEMP which shall include:

- i. Demolition processes.
- ii. Traffic management and signage during construction.
- iii. Construction access.
- ii. Parking for site operatives and visitors.
- iii. Storage areas for plant and materials.
- iv. The erection and maintenance of security fencing/hoardings and lighting.
- v. Welfare and other site facilities.
- vi. Working hours and delivery times.
- vii. Measures to control noise, vibration, dust and fumes during construction
- viii. Measures to prevent mud and other debris being deposited on the surrounding highway.
- ix. Ecological mitigation measures

Reason: To minimise the impact of the development during the construction phase in accordance with the National Planning Policy Framework. Pre-commencement condition to ensure details are agreed in a timely manner.

#### Tree Protection Measures

5. The arboricultural method statement (AMS) and tree protection plan (TPP) as outlined by MacIntyre Trees in their Arboricultural Impact Assessment and Method Statement and appendices reference 2184\_Fv1 dated September 2021 shall be implemented upon commencing works on site (including demolition) and shall be retained in full until all parts of the development have been completed and all equipment, machinery and surplus materials have been removed from site.

Reason: In the interests of the character and appearance of the locality in accordance with Policies H1 and S10 of the West Northamptonshire Joint Core Strategy and Saved Policy E20 of the Northampton Local Plan.

#### Contamination

6. In the event that contamination is found at any time when carrying out the approved development that was not previously identified, it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared which is subject to the approval in writing of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a Verification Report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure the effective investigation and remediation of contaminated land sites and in the interests of health and safety and the quality of the environment in accordance with Policy BN9 of the West Northamptonshire Joint Core Strategy.

#### Levels

7. Prior to the commencement of the development hereby permitted, full details of the existing and proposed ground levels and finished floor levels of the development shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be implemented in accordance with the approved details.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with Policy H1 of the West Northamptonshire Joint Core Strategy and Saved Policy E20 of the Northampton Local Plan. Pre-commencement condition to ensure details are agreed in a timely manner and to ensure a satisfactory standard of development.

#### Materials

8. Prior to the construction of the development hereby approved above ground floor slab level, full details of all proposed external facing materials shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the development will harmonise with its surroundings in accordance with Policies S10 and H1 of the West Northamptonshire Joint Core Strategy and Saved Policy E20 of the Northampton Local Plan.

#### Obscure Glazing

9. The first-floor side facing windows to the northern elevation, serving the shower room of bedroom 29 and the adjacent stairwell, shall be glazed with obscured glass to Level 3 or higher of the Pilkington scale of privacy or equivalent as may be agreed in writing by the Local Planning Authority before the development hereby permitted is first occupied and thereafter retained in that form at all times.

Reason: To safeguard the privacy of the adjoining properties in accordance with Policy H1 of the West Northamptonshire Joint Core Strategy and Saved Policy E20 of the Northampton Local Plan.

#### Parking

10. Prior to the occupation of the development hereby permitted, car parking shall be constructed and laid out in accordance with the details shown on drawing number 202 Rev A and retained thereafter.

Reason: To ensure that the proposed development does not prejudice the free flow of traffic or conditions of highway safety in accordance with Policies S10 and C2 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

#### Vehicular Access

11. Notwithstanding the submitted details, prior to the occupation of the development hereby permitted, full details of the revised access to include sufficient visibility splays, shall be submitted to and approved in writing by the Local Planning Authority. Once approved, the access shall be constructed in accordance with the approved details and retained as such and all existing accesses from the site onto the highway, specifically the private driveway serving no. 351 Kettering Road, shall be permanently closed in accordance with the details shown on drawing 202 Rev A, including the reinstatement of the footway and verge.

Reason: To confine access to the permitted point(s) in order to ensure that the development does not prejudice the free flow of traffic or conditions of highway safety along the neighbouring highway in accordance with Policies C2 and S10 of the West Northamptonshire Joint Core Strategy.

#### EV Charging

12. Prior to occupation of the development hereby permitted, a scheme for the installation of at least one electric vehicle charging point within the site shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of reducing carbon emissions and to secure a satisfactory standard of development in accordance with Policies S10 and S11 of the West Northamptonshire Joint Core Strategy.

#### Bicycle Parking/Storage

13. Notwithstanding the submitted details and prior to the occupation of the development hereby permitted, full details of facilities for the secure and covered parking of bicycles to serve the development shall be submitted to and approved in writing by the Local Planning Authority. The approved cycle storage shall be provided prior to the occupation of the development hereby permitted and retained thereafter.

Reason: To ensure the provision of adequate facilities in accordance with Policies C2 and S10 of the West Northamptonshire Joint Core Strategy.

#### Landscaping

14. Notwithstanding the submitted details and prior to occupation of the development hereby permitted, a detailed scheme of hard and soft landscaping for the site, including details of the proposed green roof, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include, where present, the



location and species of any existing trees and hedgerows on the land and details of any to be retained.

Reason: In the interests of amenity and biodiversity and to secure a satisfactory standard of development in accordance with Policies S10, H1, BN1 and BN2 of the Joint Core Strategy and Saved Policy E20 of the Northampton Local Plan.

15. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the building or the completion of the development, whichever is the sooner, and which shall be maintained for a period of five years; such maintenance to include the replacement in the current or nearest planting season whichever is the sooner or shrubs that may die are removed or become seriously damaged or diseased with others of similar size and species.

All hard landscaping shall be carried out in accordance with the approved details prior to the occupation of the development hereby permitted.

Reason: In the interests of amenity and biodiversity and to secure a satisfactory standard of development in accordance with Policies S10, H1, BN1 and BN2 of the Joint Core Strategy and Saved Policy E20 of the Northampton Local Plan.

#### Boundary Treatments

16. Notwithstanding the submitted details, prior to the construction of the development hereby approved above ground floor slab level, full details of the method of the treatment of the external boundaries of the site shall be submitted to and approved in writing by the Local Planning Authority, implemented prior to the first occupation of the development hereby permitted and retained thereafter.

Reason: To ensure that the boundaries of the site are properly treated so as to secure a satisfactory standard of development in accordance with Policy S10 of the West Northamptonshire Joint Core Strategy.

#### Refuse Storage

17. Notwithstanding the submitted details and prior to occupation of the development hereby permitted, full details of the provision for the storage of refuse and materials for recycling shall be first submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to the first occupation or bringing into use of the building hereby permitted and thereafter retained.

Reason: In the interests of appearance of the locality, residential amenity and crime prevention in accordance with Policies H1 and S10 of the West Northamptonshire Joint Core Strategy and Saved Policy E20 of the Northampton Local Plan.

#### Odour Control

18. Prior to the occupation of the development hereby permitted, full details of an odour control system for the cooking equipment to serve the enlarged care home and measures for the acoustic treatment of the system shall be submitted to and approved in writing by the Local Planning Authority. The approved system and acoustic treatment shall be installed prior to the occupation of the approved development and retained and maintained thereafter in accordance with the approved details

Reason: To secure an acceptable level of residential amenity in accordance with Policies H1 and BN9 of the West Northamptonshire Joint Core Strategy.

Window Details - Ventilation/Acoustic Design

19. Prior to the occupation of the development hereby permitted, glazing and ventilation acoustic design details of windows and external doors to the Kettering Road elevation shall be submitted to and approved in writing by the Local Planning Authority. The approved measures shall then be implemented in accordance with the approved details prior to occupation and retained and maintained as such thereafter.

Reason: To secure an acceptable level of residential amenity in accordance with Policies H1 and BN9 of the West Northamptonshire Joint Core Strategy.

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**West  
Northamptonshire  
Council**

Title: **349 Kettering Road**

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Drawn: M Johnson