



Planning Committee Report

Committee Date: 5th December 2022

Application Number: N/2021/0226

Location: Campbell Works, Clarke Road, Northampton
NN1 4PW

Development: Construction of 5no new apartments above the Cube
Disability Day Centre

Applicant: Yuill Properties

Agent: APC, Architects, Planning Consultants

Case Officer: Nicky Scaife

Ward: Abington and Phippsville Unitary Ward

Referred by: Councillor B Purser

Reason for Referral: Overdevelopment, out of character & highway impacts

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

The application is for the construction of an additional storey above the existing ground floor day centre to provide 5 x 1-bedroom apartments.

Consultations

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

- Councillor Bob Purser

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

- Environmental Health

The following consultees have **raised concerns** regarding the application:

- Highways

25 letters of objection from 15 residents 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 impact on character of area
- Residential Amenity
- Highway impacts

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 comprises a 1½ storey building on a prominent corner of Clarke Road and Adnitt Road and is currently used as 'The Cube' disability centre which the submitted supporting documentation advises provides "modern welfare care service for adults with learning disabilities and autism". The building, a former garage and then tool hire shop, is of a red brick construction with large shop front style windows facing onto both Clarke Road and Adnitt Road and a fascia sign above. The main entrance to the building is on Clarke Road with a roller shutter garage door located towards one end of the building on Clarke Road. An electricity substation adjoins the eastern elevation of the building on Adnitt Road. Part of the rear of the site immediately borders the rear garden of No. 187 Adnitt Road, a residential property.
- 1.2 The surrounding area is predominantly residential comprising of mainly terraced properties with on-street parking. Properties on Clarke Road are predominantly 2-storey with the exception of the property on the opposing side of Clarke Road opposite which appears as a 3-storey building from the side elevation fronting Clarke Road due to the presence of rooms within the roof space.
- 1.3 Properties along Adnitt Road comprise predominantly of 2-storey terraced properties, but with a variation in character opposite the application site a comprising a 2/3 storey block of flats.

2 CONSTRAINTS

- 2.1 Article 4 Direction – HIMOs.

- 2.2 Abington Park Conservation Area is located some distance to the south east of the site beyond properties on Adnitt/Wantage Road and Roseholme Road and is not considered to be affected by the proposal.

3 DESCRIPTION OF PROPOSED DEVELOPMENT

- 3.1 The proposal is for the erection of an extension above the existing ground and internal mezzanine floor of the Cube Disability Day Centre to create 5 apartments. The agent has advised that it is the intention for the flats to be rented to users of the Cube to allow and support independent living however the client also seeks the flexibility for the units to also be made available to the open market. The ground floor would predominantly be retained as a day centre with an existing garage door altered to allow for access to the flats via an internal staircase with internal bin and cycle storage also provided.
- 3.2 The scheme as originally submitted proposed 4 x 1 bedroom/ 1 person apartments and 1 x 2-bedroom/ 3 person apartment. The scheme has subsequently been amended to 5 x 1-bedroom/ 1 person units.

4 RELEVANT PLANNING HISTORY

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

Application Ref.	Proposal	Decision
N/2019/0740	Change of use from Tool Hire/Sales (Use Class A1) to Day Centre (Use Class D1)	Approved 2/08/19
N/2016/0449	Change of use from garage (Use Class B2) to mixed use including tool hire and sales	Approved 7/07/16
N/2015/0489	Change of use from garage/showroom (Sui Generis Use) into dance studio (Use Class D2) refused due to noise and disturbance and would result in significant parking congestion in the area.	29/06/15
N/2004/1204	Erection of 8 flats	Approved 18/10/04

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.

5.2 Development Plan

The Development Plan in respect of this application comprises the West Northamptonshire Joint Core Strategy, which was formally adopted by the Joint Strategic Planning Committee on 15th December 2014 and which provides the strategic planning policy framework for the District to 2029, the adopted Northampton Local Plan (1997) (saved policies).

West Northamptonshire Joint Core Strategy (Local Plan Part 1) – Policies (JCS)

- Policy SA – Presumption in Favour of Sustainable Development
- Policy S1 – The Distribution of Development
- Policy S3 – Scale and Distribution of Housing Development
- Policy S10 – Sustainable Development Principles
- Policy H1 – Housing Density and Mix and Type of Dwellings

Northampton Local Plan (1997)– Saved Policies

- Policy E20 – New Development – Design
- Policy H6 – Other Housing Development within primarily residential areas

5.3 Material Considerations

- **National Planning Policy Framework (NPPF)**
 - Section 2 – Achieving Sustainable Development
 - Section 5 – Delivering a sufficient supply of homes
 - Section 12 – Achieving well-designed places
- **Northampton Local Plan Part 2 (2011-2029) (Emerging) (LLP2)**

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 and Design (Moderate Weight)
- Policy 4 – Amenity and Layout (Moderate Weight)
- Policy 14 – Type and Mix of Housing (Moderate Weight)
- Policy 35 – Parking Standards (Significant Weight)
- Northampton Parking Standards Supplementary Planning Document
- Northamptonshire Parking Standards

6 RESPONSE TO CONSULTATION

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
Environmental Health	No objection subject to the following: Air Quality – development should meet Council's

	<p>adopted Low Emissions Strategy – Type 1 Mitigation – All gas-fired boilers to meet a minimum stand of <40 mgNOx/kWh</p> <p>Construction Noise – work on-site should not occur outside the following hours: Monday – Friday 7.30 a.m. – 18.00 p.m. Saturday 8.30 a.m. – 13.00 p.m. No work on Sundays & Bank Holidays.</p>
Highways	<p>Comments on original submission: Due to know pressure in the area for on-street parking and the expectation that the change of use could result in an increased level of parking demand on-street immediate to the site, especially after 6pm in an already congested area, advise that an on-street car parking beat survey is undertaken. Due to ongoing coronavirus situation, however, cannot accept transport data at present and LPA may therefore wish to consider the potential impact on local amenity.</p> <p>(No further comments received on subsequent amendments)</p>
Cllr Bob Purser	<p>Calls the application to Committee on grounds of overdevelopment, inadequate parking and scale of the development is out of keeping with the neighbouring properties.</p>

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 25 objections from 15 residents on both the original submission and subsequent amendments the comments of whom are summarised as follows:

- Overlooking from balconies and windows into neighbouring properties
- Overlooking of gardens and impact on residential amenity
- Blocking light to existing houses
- Stairs to apartment will be directly next to front door – noise and disturbance – high footfall
- Overdevelopment
- Out of character with existing area
- Not in line with Nationally Described Space Standards
- Impact on existing parking issue in area / lack of parking provision
- ‘Clients and staff’ would not park on street during evenings’ – can’t condition
- If residents are clients of The Cube – will be likely receiving support/ care/ family/ visitors – how will parking be managed?
- Disruption to residents working from home from construction works
- Structural impact on neighbouring property
- Devalue property
- Noise pollution
- Impact of building materials, skips on a road already tight for parking

- How long will flats be for students of the Cube, what is in place to stop landlord getting private tenants?
- Provision for refuse storage?
- Current opening hours of The Cube not being adhered to – premises should only be open 8-18:00 Monday to Friday and 10am-2pm Saturday – detrimental to enjoyment of properties.
- Dependence on gas boilers should be considered.

8 APPRAISAL

Principle of Development

- 8.1 The NPPF, Policy SA of the JCS and emerging Policy 1 of the submitted LLP2 advise on a presumption in favour of sustainable development that accords with the policies of the development plan unless material considerations indicate otherwise. Policy S1 of the JCS seeks to locate new development primarily in and adjoining the principal urban area of Northampton.
- 8.2 The application site lies within the urban area in a residential area. As such new residential development is acceptable in principle, subject to the considerations set out below. It is also noted that a previous consent for development of the site for the erection of 8 flats was granted in 2004, albeit this consent has now expired. Furthermore, the residential development of the site would contribute, albeit on a small scale, to the Council's 5 year housing supply. This therefore weighs in favour of the proposal.

Design and Impact on Character of Area

- 8.3 Policy H1 and S10 of the JCS seek to ensure high quality design and that new development has regard to the existing character of the area. Emerging Policy 2 of the submitted LLP2 reflects these aims.
- 8.4 The existing building sits in a prominent position on the corner of Clarke Road and Adnitt Road. The appearance of the building is currently at odds with the predominant character of the surrounding area comprising mainly of 2-storey terraced properties, being a flat roof commercial building with large, glazed shop front style windows interspersed with red brick and a prominent yellow and dark grey fascia with signage wrapping round the building.
- 8.5 The proposed extension has been designed as a flat roof addition to the existing flat roof structure. Whilst the design of the proposed development increases the height and overall scale of the building further emphasising its presence in the street the existing ground floor brickwork would be rendered in white to reflect the character of immediately adjacent properties with the existing yellow banding around the building removed and the render extended up towards the retained dark grey fascia. The first floor would be in a brick slip to match the appearance of surrounding buildings with a dark grey parapet above. Upper floor windows are proposed to be dark grey upvc to match the existing ground floor windows and the existing roller shutter garage door would be removed to provide the entrance to the flats and entrance to the bin and bike store.
- 8.6 The scheme has been amended to simplify the appearance removing balcony details and aligning where possible upper floor fenestration with the existing ground floor and providing a subtle inset of parts of the building on the Clarke Road elevation to add some interest in appearance

- 8.7 The height of the building would be marginally above the existing ridge height of the adjoining property at No. 2 Clarke Road. However, the scheme has been amended to inset the first floor element of the building that adjoins No. 2 to avoid the visual prominence of a flat roof structure adjoining the pitched roof of this neighbouring property which would be particularly visible when travelling from north to south along Clarke Road. Whilst the building sits slightly higher than No. 2, there are slight variations in roof heights along Clarke Road of a similar height to that proposed such that it is not considered this marginal increase in height would adversely impact on the character of the area.
- 8.8 The proposal would provide some enhancement to the appearance of the existing ground floor and the design and appearance of the amended scheme overall is considered acceptable.

Residential Amenity

- 8.9 Saved Policy E20 of the Northampton Local Plan requires development to provide adequate standards of privacy, daylight and sunlight and Policy H1 of the JCS seeks to ensure new development has regard to living conditions for future residents. Policy 4 of the submitted LLP2 requires development to create a high standard of amenity for occupiers, including ensuring satisfactory outlook and visual amenity from within buildings and communal garden areas, taking account of the relationship with neighbouring buildings and the wider street scene. These policies reflect paragraph 130 of the NPPF which advises of the need to ensure that developments create places with a high standard of amenity for existing and future users.
- 8.10 Although not formally adopted in policy by the Council, the Nationally Described Space Standards are considered an appropriate tool to measure an acceptable level of amenity for proposed occupiers. In respect of 1-bedroom units for single person occupancy a minimum gross internal floor area (GIA) of 39m² is required (37m² if a shower room rather than bathroom is provided).
- 8.11 The amended scheme indicates that all 1-bedroom units (which all include shower rooms) would meet the required standards with internal floor areas ranging from 39.7m² to 43.2m². In addition, all the proposed units would be served by windows providing sufficient light and outlook to habitable rooms.
- 8.12 Sufficient internal refuse storage would be provided at ground floor level and would be required by condition.
- 8.13 Although the proposal provides no external amenity space for proposed occupiers and there is not the opportunity to do so, the application site is within walking distance of Abington Park providing the opportunity for recreation.
- 8.14 In respect of the impact on the amenity of existing occupiers, the scheme has been amended to remove external balconies. The revised scheme retains habitable room windows at first floor level which would face towards ground and first floor habitable room windows on existing properties on both Clarke Road and Adnitt Road. Concerns have been raised in respect of overlooking of these neighbouring properties, however, the proposed windows would be situated approximately 12m at the nearest point from the front elevation of the opposing properties increasing to approximately 18.3m to the side elevation of No. 177 Adnitt Road on the opposing corner. Whilst it is acknowledge the proposal introduces first floor windows where there are currently none on this part of Clarke Road, the proximity of front to front

elevations reflects the relationship between existing terraced properties along Clarke Road and in the surrounding area and as such, it is not considered that the proposal would lead to an unacceptable level of overlooking sufficient to justify refusal of the application on this basis. Properties on the opposing side of Adnitt Road are situated slightly further away at a minimum distance of approximately 16m.

- 8.15 In respect of loss of light, the application site is situated to the east of properties on the opposing side of Clarke Road. Whilst there would be the potential for some loss of morning sun to the front elevation of these properties the relationship is again similar to that of existing terraced properties in the area and as such it is not considered an objection could be upheld on this basis.
- 8.16 No 187 Adnitt Road is a 2-storey terraced dwelling situated to the east of the application site with habitable room windows facing towards the site and also located to the rear of the dwelling. The rear most part of the Cube building abuts the rear garden of No. 187 with an electricity sub-station extending along the remainder of this neighbouring boundary. The scheme has been amended to remove a first floor element that extended towards this neighbouring property to the rear of the site and also remove any windows on the rear elevation facing towards this neighbouring property. The proposed blank rear elevation of the extension would be situated beyond the existing electricity substation set further away from this neighbouring property. It is also noted that there was a previous consent, albeit in 2004 and now expired, for a residential development of 8 flats of the same height, albeit with a pitched roof which would have a similar impact to that proposed. As such, it is not considered there would be any significant adverse impact on the amenity of this neighbouring property.
- 8.17 It is considered overall that an appropriate level of amenity would be provided for proposed occupiers and that there would not be any significant or unacceptable harm to neighbouring occupiers.

Highway Matters

- 8.18 The former County and Borough Councils' (now both part of West Northamptonshire Council) Parking Standards provide guidance on the parking requirements for different use classes. In addition, Policy C2 of the JCS and Section 9 of the NPPF seeks to promote sustainable transport and modal shifts to non-car modes of travel. Furthermore, the guidance in the NPPF requires safe and suitable access for all developments and details that developments should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe.
- 8.19 The Northamptonshire Parking Standards advise that parking for proposed flat developments will be assessed on the merits of each application. The Highway Authority has advised that the proposal could result in an increased level of parking demand and although a parking beat survey is suggested, at the time of consultation due to coronavirus an informed assessment would be difficult. They advise that impact on amenity is considered in respect of highway matters. No further consultation has been carried out on subsequent amendments to the scheme which have related predominantly to design issues.
- 8.20 Parking within the vicinity of the site is on-street and unrestricted. In addition, the removal of the garage door to the existing property on Clarke Road would provide an additional on-street parking space.

- 8.21 The planning permission for the use of the premises as a Day Centre (N/2019/0740) has a condition restricting the opening hours of the premises to 08:00 to 18:00 Monday to Friday and 10:00 to 14:00 on Saturday. As such, vehicles associated with the use of the ground floor are unlikely to be present during evening periods or for the majority of the weekend when the need for residential parking is increased.
- 8.22 Whilst it is acknowledged the development has the potential to increase parking demand in the area the site is in a sustainable location in walking distance of local convenience stores and bus stops to the wider area on Wellingborough Road and Stimpson Avenue. In addition, bike storage as shown on the submitted plans would be required by condition.
- 8.23 On balance, and taking into account the above, it is not considered that it could be demonstrated that the impact on existing highway and parking conditions would be so severe that the application could be refused on this basis.

Other Matters

- 8.24 In respect of Environmental Health comments, the consideration of gas boilers is not a planning consideration. In view of the proximity of the development to residential properties it is considered appropriate to impose a condition in respect of construction management and hours in this instance.
- 8.25 Whilst concerns are noted in respect of the proximity of the stairs and bin storage the proposal would be subject to building regulations and appropriate protection against the passage of sound considered under Part E of the Building Regulations. It is also noted there is an existing bin store, albeit of a smaller scale situated in a similar location.
- 8.26 Impact on property values is not a material planning consideration. Structural impacts would be a civil matter.
- 8.27 No complaints have been received by the Planning Authority in respect of operation of the existing use outside of approved hours.

9 FINANCIAL CONSIDERATIONS

- 9.1 The development is CIL liable and chargeable.

10 PLANNING BALANCE AND CONCLUSION

- 10.1 The proposed development would contribute towards the provision of housing within the area and would not lead to an unacceptable impact on the character of the area, residential amenity or highway impacts. The proposal is therefore in conformity with the requirements of Policies S1, S3, S10 and H1 of the West Northamptonshire Joint Core Strategy, Policy E20 and H6 of the Northampton Local Plan, Policies 1, 2, 4 and 14 of the emerging Northampton Local Plan Part 2 and the National Planning Policy Framework.

11 RECOMMENDATION / CONDITIONS AND REASONS

- 11.1 The proposal is recommended for approval subject to the following:
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.

2. The development hereby permitted shall be carried out in accordance with the following approved plans: Location Plan, N426-101 Rev E Proposed Plans, N426-102 Rev E Proposed Elevations.

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

3. Notwithstanding the approved plans, 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. 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 Policy H1 of the West Northamptonshire Joint Core Strategy.

4. The refuse storage shall be provided in accordance with the details shown on the approved plans prior to occupation of the development hereby permitted and retained thereafter.

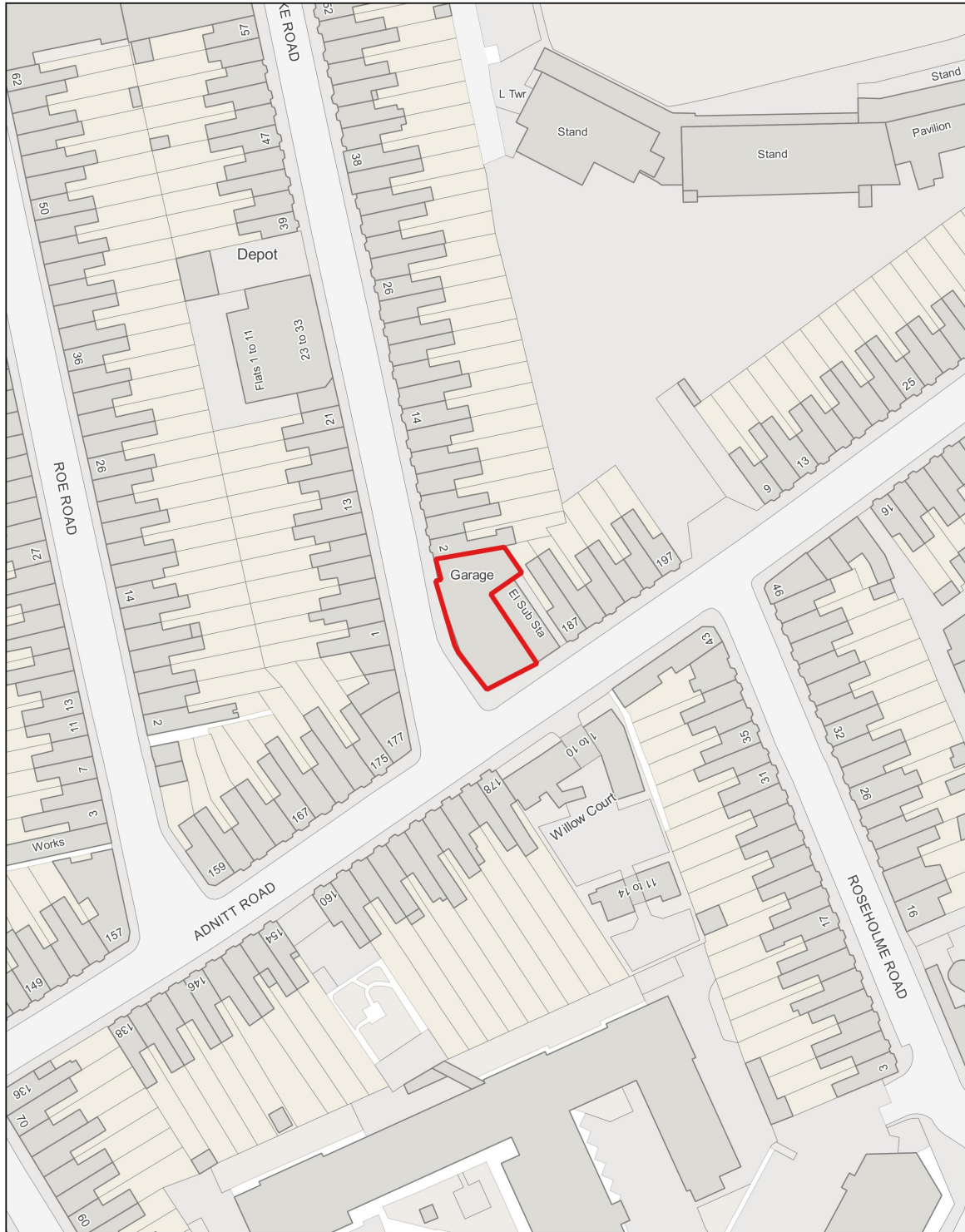
Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with Policy H1 of the West Northamptonshire Joint Core Strategy.

5. The cycle storage shall be provided in accordance with the details shown on the approved plans prior to first occupation and retained thereafter.

Reason: In the interests of promoting sustainable development and to accord with the Council's Parking Standards Supplementary Planning Document.

6. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) or any subsequent order revoking and re-enacting the provisions of the order, the dwellings hereby permitted shall be used only for purposes within Class C3 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 and shall not be used as a House in Multiple Occupation.

Reason: In the interests of amenity and highway safety in accordance with Policies H1 and H5 of the West Northamptonshire Joint Core Strategy and the guidance in the National Planning Policy Framework



**West
Northamptonshire
Council**

Title: **Campbell Works, Clarke Road**

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Drawn: M Johnson



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