



**NORTHAMPTON**  
**BOROUGH COUNCIL**  
Planning Committee

**PLANNING COMMITTEE:** 14<sup>th</sup> June 2016  
**DIRECTORATE:** Regeneration, Enterprise and Planning  
**DIRECTOR:** Steven Boyes

**APPLICATION REF:** N/2016/0139

**LOCATION:** Harborough Lodge Renal Unit, Harborough Road

**DESCRIPTION:** Extensions and alterations to create 18no. one bedroom client accommodation suites with ancillary offices and Day Centre; provision of additional parking and bin store, erection of boundary walls and gate

**WARD:** Spring Park Ward

**APPLICANT:** Payll Developments  
**AGENT:** Architectural Solutions (Northampton) Ltd

**REFERRED BY:** Called in by Councillor Nilesh Parek  
**REASON:** Traffic and parking issues

**DEPARTURE:** No

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**APPLICATION FOR DETERMINATION:**

**1. RECOMMENDATION**

1.1 **APPROVAL** subject to the conditions as set out below and for the following reason:

The proposal would support the re-use of a vacant building and provide a community facility to support community needs with regards to health and social well-being and subject to planning conditions, it is not considered that the proposal would lead to any significant adverse impacts on adjacent residential amenity or existing highway conditions in accordance with the requirements of Policies S10 and RC2 of the West Northamptonshire Joint Core Strategy, Policies E20, H29 and T22 of the Northampton Local Plan and National Planning Policy Framework.

**2. THE PROPOSAL**

2.1 The proposal is to extend the property and to change the use from a day care renal unit to a unit providing day care for persons with physical and learning disabilities, with additional accommodation for 18 one bed residential care units (Use Class C2). The proposal includes second storey extensions, internal alterations to the building, alterations to the parking layout, the erection of a cycle shelter and the erection of fencing to form an enclosed area.

**3. SITE DESCRIPTION**

- 3.1 The application site is located on the south side of Jenner Crescent, close to the junction with Harborough Road North. The site consists of a single storey building which was last used by the NHS as a renal unit (Class D1 use). The buildings are currently vacant. To the east of the site is The Pines doctors surgery and a pharmacy. To the south is Nicholas Rothwell House Residential Care Home including 11 bungalows (Edward Watson Close), and to the west is The Grange Nursing Home. To the north of the site on the opposite side of Jenner Crescent is an ambulance station. The remainder of the properties in Jenner Crescent are residential dwellings.
- 3.2 Access to the site is from a service road which also serves Nicholas Rothwell House and The Grange Nursing Home. It leads to a parking area to the front of the unit which provides car parking for 8 vehicles plus one disabled and one ambulance. The site is bounded to the east by a tall conifer hedge.

#### **4. PLANNING HISTORY**

- 4.1 N/2010/0498 – Installation of portacabin - Approved.
- 4.2 N/1995/312 - Enlargement of waiting area with new canopy over – Approved.
- 4.3 N/2001/731 –Extension to treatment area and extra storage - Approved with conditions.

#### **5. PLANNING POLICY**

##### **5.1 Statutory Duty**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Northampton Local Plan (1997) saved policies.

##### **5.2 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:

Paragraph 14 supports sustainable economic development.

Paragraph 17 sets out the principles of the planning system and in particular states that planning decisions should secure decisions of good quality design and amenity in addition to encouraging the use of previously developed land. Also states that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Paragraph 32 states that developments that generate significant amounts of movement should be supported by a Transport Statement or assessment and development should only be refused on transport grounds where the residual cumulative impacts of development are severe.

Paragraph 34 states that plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

Paragraphs 56 and 57 require that new developments are of a good standard of design.

Paragraph 70 – seeks to ensure positive planning for community facilities to enhance the sustainability of communities and residential environments and ensure that social, recreational and cultural services the community needs are delivered.

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

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:

C2: New Developments – states that new development should maximise travel choice from non-car modes and should be supported by a transport assessment and travel plan.

S10: Sustainable Development Principles – requires development to satisfy a range of sustainable development principles including through achieving the highest standards of sustainable design; maximising opportunities for reuse and recycling and promoting walking and cycling and protecting, conserving and enhancing the natural and built environment and heritage assets and their settings.

RC2: Community Needs – supports a positive approach to the provision and retention of community facilities and identifies that such facilities are vital to the well-being of residents.

Policy BN9: Planning for Pollution Control – Proposals should demonstrate that opportunities to minimise and where possible reduce the adverse impacts of noise.

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

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:

Policy E20 – New Development – seeks to secure development which has an acceptable design and layout and achieves acceptable standards of amenity.

H29 – residential institutions - within the primarily residential areas planning permission for residential institutions as defined in class C2 of the Town and Country Planning (Use Classes) Order 1987, will be granted provided the use will not have a detrimental effect on the amenities of adjacent or nearby properties, the use would not result in an over concentration of similar uses in any one street leading to a material change which would be detrimental to the character of the street or area and that the parking requirement can be accommodated within the site and the traffic generated by the would not increase traffic congestion or be a danger to road safety.

Policy T22 – Parking - provision for suitable access and parking for people with disabilities needs to be provided.

### 5.5 **Supplementary Planning Documents**

Northamptonshire County Parking Standards SPG 2003  
Planning out Crime in Northamptonshire SPG 2004

## 6. **CONSULTATIONS/ REPRESENTATIONS**

Comments received are summarised as follows:

6.1 **NBC Public Protection** – The development is to be located near the existing Harborough Road Air Quality Management Area (AQMA) and therefore in order to mitigate impact from the development in relation to air quality, recommend that provision for electrical vehicle recharging is conditioned in line with the standards set out.

6.2 **NBC Arboricultural Officer - initial comments** - the proposal to remove 12 trees or shrubs to the north and south of the site will increase the pressure to successfully and sustainably retain the remaining trees on the site boundary. A comprehensive arboricultural impact assessment to provide a definitive statement of how any tree roots that are exposed during the digging of the foundations for the extensions are to be dealt with and what the likely impact will be upon the trees if the roots are damaged or cut.

**Further comments following submission of a tree survey and method statement** – the report includes the salient points and the full implementation of, and adherence to the proposed method statement should be conditioned.

6.3 **NCC Highways – Initial comments** – require clarification of the proposed use and number of proposed staff. Note that one disabled parking space has been provided and state that they usually require a minimum of 10% dedicated disabled parking bays. Given the proposed use of the site it is assumed that there will be a higher need for disabled parking spaces than usual. State that mobility scooter storage should be considered in addition to a charging point.

**Further comments** following the submission of amended plans – the Local Highway Authority is content that the proposed change of use will have a reduced impact compared to the existing usage. Due to the nature of the use and the low staffing number at any given time, there are no concerns with regards to highway safety or local amenity. The addition of space for mobility scooters and charging point is appreciated however this should be contained within the site itself with storage for when they are not being used. Also confirmed that there are no proposals to extend the parking restrictions on Jenner Crescent.

6.4 **Councillor Nilesh Parek** – states that the proposed use is in an already congested area and that The Grange Nursing Home and Nicholas Rothwell House already struggle with the small access road. Consider the proposed use would create more vehicles in an already over developed area. Wishes to call the application in to be heard by the Planning Committee.

6.5 **Whitehills and Spring Park Residents Association** – based on the limited information available have no real issues to raise. Appears that car parking is a consideration and the use seems complimentary to the area. The issue of ‘affordability’ is also a consideration. Concerned about the impact on infrastructure and state that additional cars means additional pressure on the roads through Kingsthorpe.

6.7 The proposed development has been advertised by way of a site notice and neighbour letters. Eight objections have been received from **The Pines Surgery, Morningside Pharmacy, The Trustees of Nicholas Rothwell House, 3 residents of Edward Watson Close, 1 resident of Pasteur Close, 1 resident of Jenner Crescent, 1 resident of Nicholas Rothwell House and 2 regular visitors to Nicholas Rothwell House** making the following comments:

- The proposal will have serious detrimental impact on adjacent businesses and local residents in terms of safety, traffic and parking.
- There is no footpath leading to Nicholas Rothwell House. A rise in traffic will be dangerous for pedestrians and create Health and Safety issues for patients.
- Will create parking problems.

- GP surgery is open from 8.00am to 6.30pm Monday to Friday and requires emergency access for vehicles at all times. Parking allocation is not adequate for the proposed extensions/alterations and concerned about implications of increased traffic.
- Note the proposal is for 18 one bed client accommodation and state that each client could potentially have visitors and health care staff.
- Concerns about noise, dust and pollution from construction traffic.
- Scale and size of proposal is not appropriate and will cause overlooking and overshadowing.
- Concerned about damage that will be caused to roots of hedge and trees on boundary with Doctors site.
- Consider proposal will affect ability to sell house.
- Proposal will create serious access problems for patients of the doctors surgery, pharmacy and for the ambulance station.
- Concerned about traffic congestion during the construction period from staff, delivery vehicles and large HGV's. State that the application includes no plans to mitigate the disruption during construction period.

## **7. APPRAISAL**

7.1 The principle issues to consider are the impact of the change of use and extension of the building on the character and appearance of the host building, wider area, neighbouring amenity and highway safety.

### **Proposed change of use**

7.2 The property is to be used as a day centre for people with learning difficulties and as a residential care unit to assist young adults with learning difficulties, to live independently in the community.

7.3 The day centre will be operated by 'the Cube' who is an established learning disability organisation within the County. It will operate Monday – Friday from 9am until 5pm. Clients will be delivered to and collected from the unit by cars and taxis as they do not have the mental/physical capacity to drive themselves. It is proposed that 4 full time and 3 part time staff will be employed by the day centre and 8 parking spaces will be dedicated for the day centre use. The proposed day centre use falls within the existing Class D1 use.

7.4 The residential care use of the site will fall within Class C2 of the Town and Country Planning Use Classes Order. The proposal is for the existing building to be extended to provide 18 residential units, ancillary offices, a TV room and a laundry room. The one bed roomed units will be let to private clients. 8 parking spaces will be dedicated to the residential use of the site. It is proposed that there will be no more than 3 or 4 carers on site at any one time. The clients staying in the accommodation will have their own varying care packages and it is unlikely that they will have their own vehicles. There is a primary bus route within walking distance of the property. Additional parking spaces will be available when the day centre is not in use (evenings and weekends).

7.5 The National Planning Policy Framework makes clear the presumption in favour of sustainable development and aims to promote healthy communities and deliver community needs (social, recreational and cultural) by planning for sustainable communities with shops, meeting places, sports venues etc. Policy RC2 of the West Northamptonshire Joint Core Strategy supports a positive approach to the provision of community facilities recognising their value in meeting community needs and contributing towards sustainable communities.

7.6 The premises have remained vacant for approximately 12 months. The site has an unrestricted Class D1 use; this in effect means there are no restrictions on the hours of operation or intensity

of the use and the site which could change to another Class D1 use without the benefit of planning permission.

- 7.7 The proposed change of use of the premises to a residential care home and day centre would provide a community facility for people with physical and learning disabilities and could involve trips to use facilities in the wider community. It would provide employment for up to 11 people and would bring about the re-use of a vacant building. The use is considered to accord with the aims of National and Local Planning Policy. The acceptability of the proposal lies in there being no significant adverse impacts on adjacent residential amenity and sufficient parking provision.

### **Design, Character and Appearance**

- 7.8 It is proposed that a two storey extension to the north of the existing building will provide 13 one bed roomed living units. A two storey extension to the south side of the building will provide a further 5 one bed roomed units. A single storey extension to the west side of the building will provide ancillary office accommodation. An existing flat roofed compressor house building to the front of the site will be demolished and the existing area of car park will be extended.
- 7.9 The proposed extensions will have sloping roofs and be built of materials to match the existing building. External doors and windows will be in scale with and match existing. A new boundary wall with railings above will enclose the site on the north and west boundaries and a bin store enclosed by 1.8 metre high fencing will be located to the north east corner of the site. In design terms it is considered the proposals match those of the existing building and are acceptable.
- 7.10 The surrounding developments to the site are a mixture of residential and care facilities with varying scales of single, two and three storey. It is considered the proposal will be in keeping with the scale and character of the surrounding area.

### **Impact on amenity**

- 7.11 The proposed extensions to the north are located adjacent to the boundary with the doctors surgery. The surgery's car park separates the two buildings and a tall conifer hedge that forms the boundary between these two properties will largely obscure the proposed extension. There is a separation distance of between 19.4 and 26 metres between the doctors surgery building and the proposed extension. In view of the separation distance and the boundary screening, it is considered that there will be no overlooking, overshadowing or overbearing of the doctors surgery.
- 7.12 The proposed extension to the south is located adjacent to the boundary with Nicholas Rothwell House. Nicholas Rothwell House car park is situated to the south of the proposed extension beyond which are the single storey properties known as Edward Watson Close. There is a separation distance of 31.6 metres between the proposed extension and properties in Edward Watson Close and first floor windows in the south elevation are all high level serving corridors. Boundary screening which is formed by hedge and tree planting will remain and partially obscure the proposed building. It is not considered the proposal will unduly impact on neighbouring amenity in terms of overlooking, overshadowing or overbearing.
- 7.13 To the west of the site on the opposite side of the access road is the former Harborough Road Hospital, now occupied by 'The Grange' Nursing Home. This property has two vehicular access points; one onto the service road shared with the application site with a further access to the west directly onto Jenner Crescent. The separation distance between the properties (approximately 34 metres) means that there will be no detrimental impacts on amenity in terms of overlooking, overshadowing and overbearing.
- 7.14 No. 19 Pasteur Close also lies to the west of the application site. It sides onto the service road with an 8 metre separation distance between the side boundary wall of this property and the proposed

southernmost two storey extension. To prevent overlooking of the garden of 19 Pasteur Close the first floor living room window to unit 17 has been moved to the north side of the building. Due to this amendment it is not considered the proposal will unduly impact on the amenity of the occupiers of this property.

### **Impact on Highways**

- 7.15 A large number of objections are based on parking issues. It is understood that the doctors surgery and pharmacy to the north east of the site attract a large number of vehicle movements in the vicinity of the site. The fact that the application premises have been unoccupied for approximately 12 months has meant that additional car parking spaces have been available for visitors to other sites and have undoubtedly helped to ease congestion in the area. The fact remains however that the application property could be occupied at any time and used for its existing Class D1 use, removing the availability of parking for other users.
- 7.16 Objectors are concerned that the proposed use will attract additional traffic to the site and create congestion and parking problems. The existing premises have 9 parking spaces (including 1 disabled space). The proposal is to increase the number of parking spaces to 16 (including 2 disabled) and provide a covered cycle bay, and space for a mobility scooter. The Local Highway Authority, after requiring detailed information about the proposed use of the site, are satisfied that the proposed change of use will have a reduced impact compared to the potential existing use and as a result, have no concerns with regard to highway safety or local amenity. It is not considered that the proposal can be refused on highway safety grounds.

### **Landscaping**

- 7.17 The development allows for a courtyard garden to the rear for communal use together with a further courtyard garden to the front. Twelve trees or shrubs within the site will be felled to make way for the development with trees on the boundary to be retained. A tree survey and method statement has been submitted to demonstrate how the tree roots for retained trees will be protected during the proposed development. It is recommended that a condition to comply with the method statement be applied.

## **8 CONCLUSION**

- 8.1 The proposed use is considered acceptable on the basis of the specific use and number of employees and day care attendants proposed. It is recommended that permitted development rights are removed to ensure that any control is maintained over any alternative uses which may otherwise be permitted development under the Use Class Order.

## **9. CONDITIONS**

- (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: 15/Y42/1A, 15/Y42/2C, 15/Y42/3C, 15/Y42/4A, 15/Y42/5A

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

- (3) The premises shall be used only as a day-care centre (D1 use) and residential care home (C2 use) as described in the submitted details and shall be used for no other purpose, including any other purpose in Class D1 or Class C2 of the Town and Country Planning (Use Classes) order 1987 (as

amended), or in any subsequent provision equivalent to that Class in any statutory instrument revoking or re-enacting that Order.

Reason: To enable the Local Planning Authority to maintain control over the use of the premises in the interests of adjacent residential amenity and highway conditions in accordance with the requirements of NPPF.

(4) The day-centre shall be used between the hours of 9am to 5pm Monday to Friday only.

Reason: For the avoidance of doubt to enable the Local Planning Authority to consider the implications of extended hours in this vicinity in the interests of adjacent residential amenity in accordance with the requirements of the NPPF.

(5) The development hereby permitted shall be carried out in accordance with the submitted tree survey and method statement dated 22 March 2016.

Reason: In order to ensure adequate protection of existing trees on the site in the interests of achieving a satisfactory standard of development and maintaining the amenity of the locality in accordance with Policy E20 of the Northampton Local Plan.

(6) Details of all proposed external facing materials shall be first 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 to ensure that the extension harmonises with the existing building in accordance with Policy E20 of the Northampton Local Plan and Policy S10 of the West Northamptonshire Joint Core Strategy.

(7) Notwithstanding the details submitted, further details of the mobility scooter and charging point shall be provided within the site. The details shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development hereby permitted. The development shall be carried out in accordance with the approved details and retained thereafter.

Reason: In the interests of achieving a satisfactory standard of development in accordance with the requirements of Policy S10 of the West Northamptonshire Joint Core Strategy and Policy T22 Of the Northampton Local Plan..

## **10. BACKGROUND PAPERS**

10.1 N/2016/0139.

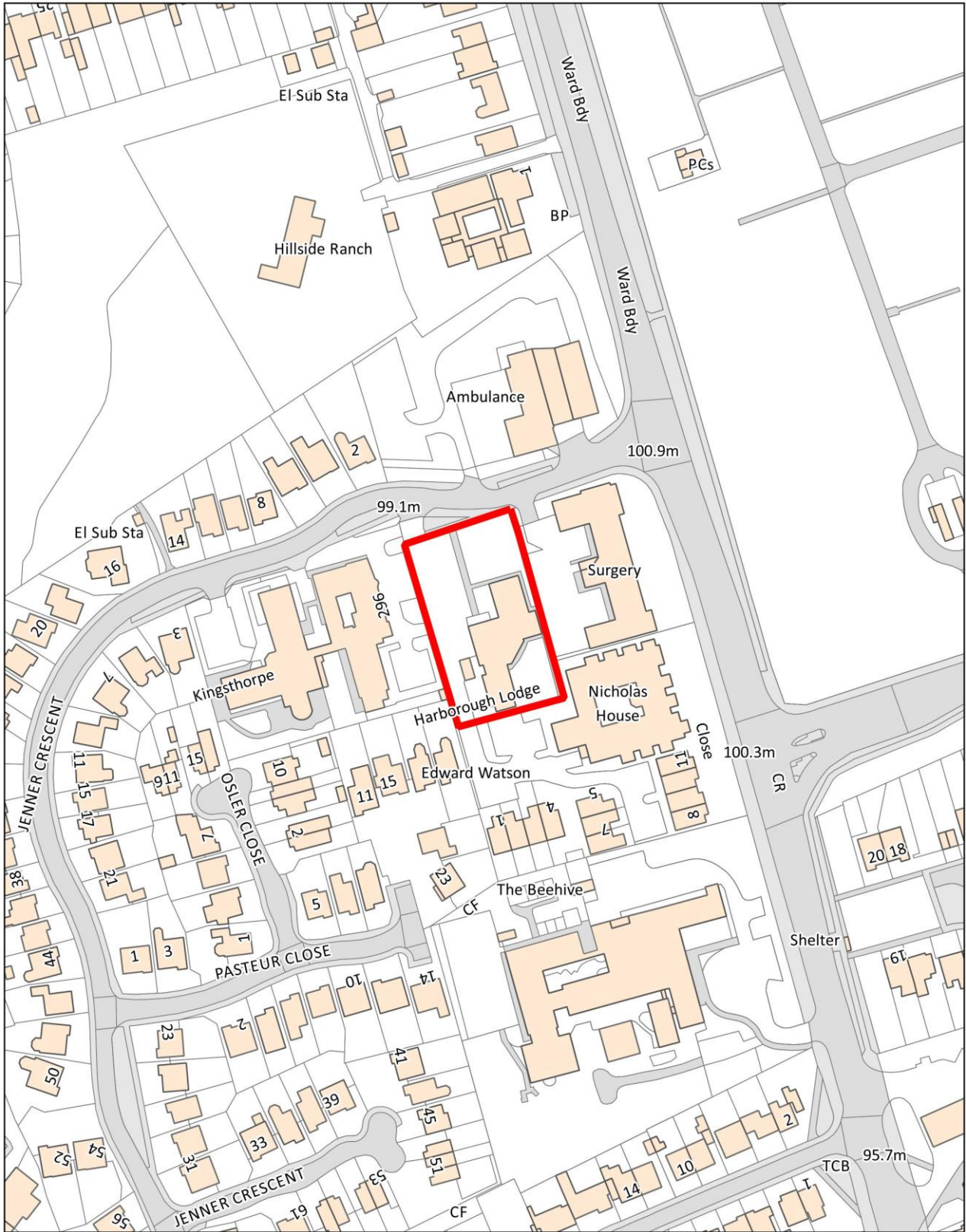
## **11. LEGAL IMPLICATIONS**

11.1 None.

## **12. SUMMARY AND LINKS TO CORPORATE PLAN**

12.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.





Title: **Harborough Lodge Rental Unit**

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Date: 31-05-2016

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