

PLANNING COMMITTEE: 28th July 2020
DEPARTMENT: Planning Service
DIRECTOR OF PLANNING: Peter Baguley

APPLICATION REF: N/2020/0558

LOCATION: 12 Cranstoun Street

DESCRIPTION: Change of Use from Dwellinghouse (Use Class C3) to House in Multiple Occupation (Use Class C4) for 4 occupants

WARD: Castle Ward

APPLICANT: Mr D Jokubenas
AGENT: Design Board-Architectural Services

REFERRED BY: Councillor D Stone
REASON: Affect community cohesion

DEPARTURE: No

APPLICATION FOR DETERMINATION:

1 RECOMMENDATION

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

The principle of the proposed use is considered acceptable in this location in line with national policy requirements to deliver a wide choice of homes. The proposed layout would provide adequate facilities for 4 occupants. Notwithstanding the existing parking situation in the local area, the site is in a sustainable location close to Wellingborough Road local centre. The proposal thereby complies with the National Planning Policy Framework; Policies H1, H5, BN5, BN7 and S10 of the West Northamptonshire Joint Core Strategy; saved Policy H30 of the Northampton Local Plan, and the Council's adopted Houses in Multiple Occupation Supplementary Planning Document.

2 THE PROPOSAL

2.1 The proposal is for the change of use of a 3-bedroom dwellinghouse into a 4-person house in multiple occupation (HIMO). There will be one shower room and one separate toilet with a sink to serve the residents. The proposed kitchen will be located on the ground floor, the proposed living room will be on the ground floor next to the kitchen and will have doors opening into the rear garden property. Parking will be on-street.

3 SITE DESCRIPTION

- 3.1 The property is a mid-terraced dwelling located on Cranstoun Street, within the Boot and Shoe Quarter Conservation Area. The dwelling is a brick-built dwelling in a style typical of the area, providing 3 bedrooms at present. The site lies just outside of the Northampton Central Area and is close to the Mounts and a short distance from Northampton Town Centre.

4 PLANNING HISTORY

- 4.1 No relevant planning history attached to this property.

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.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires Local Planning Authorities when considering development to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

6 National Policies

- 6.1 **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 72 (c) - ensure that a variety of homes to meet the needs of different groups in the community will be provided.

Paragraph 127 (f) - seeks to create safe and healthy places with a high standard of amenity for existing and future users.

Section 12 – seeks to achieve well designed places

6.2 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:

Policy H1 - Housing Density & Mix & Type of Dwellings

Policy H5 - Managing the Existing Housing Stock

Policy S10 - Sustainable Development Principles

Policy BN5 - Heritage Asset

Policy BN7 - Flood Risk

6.3 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:

E20 – allows for new development providing that the design reflects the character of its surroundings in terms of layout, siting, form, scale & appropriate use of materials and that the proposal is designed and located to ensure adequate standards of privacy, daylight and sunlight.

H18 – allows for house extension provided design acceptably in keeping with character and appearance of the host dwelling; and effect upon adjoining properties.

H30 – Multi occupation with a single dwelling.

6.4 Supplementary Planning Documents

Planning out Crime in Northamptonshire SPG 2004

Northamptonshire County Parking Standards 2016

Northampton Parking Standards 2019

Houses in Multiple Occupation Supplementary Planning Document 2019

Proposals for HIMO should:

- Result in a balanced and mixed community and protect the physical character of the street and neighbourhood as a whole, by not resulting in a concentration of similar uses, a material change or adverse impact on the character of the area, or more than 10% of HIMO within a 50 metre radius.
- Secure the provision of adequate facilities and amenities
- Provide adequate waste and recycling facilities and sufficient refuse storage
- Minimise flood risk
- Secure provision of adequate parking
- Provide adequate secure cycle storage in accordance with relevant parking standards documents and SPDs

7 CONSULTATIONS/ REPRESENTATIONS

Comments received are summarised as follows:

- 7.1 **NBC Conservation** - No objection on conservation grounds. Provided the use will not result in an over-concentration of HIMO in the street, then the use will have a neutral impact on the historic character of the Boot and Shoe Quarter Conservation Area. No alterations to the front elevation are indicated and the proposal will not affect the appearance of the Conservation Area.
- 7.2 **NBC Private Sector Housing** – The bedrooms and kitchen are of a sufficient size. The W.C. will need to include a wash basin. Fire safety provision will be required.
- 7.3 **Councillor D Stone** – Calls in the application and considers that the site is within a densely populated area with issues of transience and pressure on services. There is a flight of families from this area and need to store community cohesion and balanced communities. The kitchen is too small, and the shower and toilet location does not safeguard privacy. All rooms should have en-suites. The bedrooms are not large enough.
- 7.4 **NCC Highways** – comments awaited, and any update will be reported to the Committee via the addendum.

8 APPRAISAL

Principle of the development

- 8.1 The conversion of the existing dwelling to a HIMO is considered to be in line with national policy requirements to deliver a wide choice of homes to create sustainable and mixed communities.

Policy H5 of the JCS allows for HIMOs where the proposal would not adversely impact on the character of the area and amenity of residential areas.

Area concentration

8.2 The Houses in Multiple Occupation Supplementary Planning Document (HIMO SPD) states:

“The proposal should not result in a concentration of similar uses in one particular locality. It should not result in a material change or an adverse impact on the character and amenity of the area. It should not result in more than 10% of the total number of HIMO dwellings, regardless of whether licensed or not, within a 50m radius of the application site, in order to prevent over concentration of similar uses in one locality”.

8.3 The number of HIMOs is calculated from a number of data sources, including previous planning permissions, licences granted under the Housing Act, other data held by the Council and survey work. Within the 50m radius, there are currently 3 other HIMOs (established or with planning approvals) on Cranstoun Street, Margaret Street, Earl Street and Robert Street.

8.4 Council records evidence that the proposal would not lead to an over-concentration of authorised and licensed HIMOs within a 50m radius of the application site. The inclusion of the proposed HIMO would result in a concentration of 4.4%. The proposed concentration is therefore within the threshold of 10% as described in the adopted SPD.

Size of property and facilities for future occupiers

8.5 Policy H30 of the Local Plan, although dated, is in line with the aims of NPPF in respect of the provision of adequate amenity for proposed occupiers and requires HIMOs to be of sufficient size to accommodate the proposed use.

8.6 The proposed HIMO is a small multiple occupancy home for a maximum 4 occupants within 4 bedrooms. The property is considered to be of a sufficient size, providing a 3-bedroom home at present. Each bedroom is a sufficient size exceeding the minimum requirements of the Council's HIMO Facilities and Amenities Guidance, with two of the bedrooms also exceeding 10m².

8.7 The proposed kitchen would be 7sqm with a separate lounge of 12m². This would meet the requirements for both rooms as stated in Principle 2 of the HIMO SPD 2019. There is also a shower room and separate W.C which is sufficient for facilities for 4 people.

8.8 A condition restricting the use of the property to a maximum of 4 people could be imposed. Private Sector Housing have confirmed that the proposals would meet the requirements for the proposal provided that the separate W.C. also includes a sink. The applicant has shown the provision for facilities on revised plans to make it clear that this will be provided. All bedrooms would be served by adequate outlook and light. As such Private Sector Housing are satisfied that it would meet licensing requirements.

Flooding

8.9 The application site is located in Flood Zone 1 and with very low risk of flooding.

Highways/Parking

8.10 The HIMO SPD sets out clearly that where limited or no parking provision is proposed, the site must provide a parking beat survey. Should a parking beat survey reveal that there is insufficient on-street parking capacity, the application site should be within 400m of a bus stop with at least one bus every 30 minutes between 0700 and 1900 Mondays to Sundays and be located within 400m of facilities and services contained in a town centre, district centre, local centre or neighbourhood parade. Only outside such locations is parking required to be provided.

- 8.11 No parking beat survey has been submitted with the application, however within the submitted Design and Access Statement, the applicant has stated that no on-site parking can be provide on the site and parking is on street to the front. The property is in a reasonably sustainable location close to the town centre and local facilities. As such residents do not need to have cars. It is acknowledged that the existing parking situation is congested.
- 8.12 It is therefore clear that there is some pressure on parking, however, Cranstoun Street lies within an area where parking is controlled by permits issued by Northamptonshire County Council and as such the number of people per house who can be granted a parking permit can be controlled.
- 8.13 As the application site is in a sustainable location within 400m of bus stops in Lower Mounts, and also within walking distance of the Town Centre including the bus and train stations for travel further afield. The proposal is considered to be in accordance with the requirements of the HIMO SPD in respect of parking considerations. There are several bus routes that pass through the bus stops located in the Mounts which run between Southfields and the Town Centre and Brackmills and the Town Centre. These run at least every 15 minutes on Monday-Friday and therefore sustainable transport options to employment locations such as Brackmills are also possible.
- 8.14 The HIMO SPD recommends that storage space should be provided which is accessible to cycle users to encourage and facilitate sustainable transport. Space is available to the rear of the house and cycle storage is shown on the submitted Proposed Site Plan (A870-1). Two secure and covered cycle stores which would accommodate up to 6 bicycles are shown within the rear garden and it is considered this would be sufficient to provide storage for future occupants who chose to own bicycles.
- 8.15 A further consideration in respect of parking is the Northamptonshire Parking Standards, which states that HIMO shall provide on plot parking at the ratio of one parking space per bedroom. The proposed development would produce a demand for 4 parking spaces, which is an increase of 2 compared to the existing use, as the parking the requirement for the existing 3-bed dwelling is 2 spaces. In the absence of the required off road parking spaces, Principle 5 of the Northampton Parking Standards SPD outlines the requirements, similar to the HIMO SPD, whereby the application site should be within a sustainable location. In this regard, the proposal is considered to be in accordance with the requirements of the Parking Standards SPD in respect of parking considerations.
- 8.16 There is no evidence to support that all the residents would own cars. Furthermore, regard must paid to recent appeal decisions where Planning Inspectors have consistently taken the view that where a site is close to local amenities and public transport, and no parking is provided, considerable weight has been given to the sustainable location of the site, and the appeals concerned have been allowed. Indeed, some Inspectors have taken the view that proposed occupiers in recognising the lack of parking provision and proximity to amenities, may choose the location for this purpose and not wish to have cars.
- 8.17 In view of the recent appeal decisions, and the weight the Inspectors have given to the sustainability of locations and having regard to the sustainable location of the application site, the number of occupants proposed, and that there is sufficient room within the site to provide secure bicycle storage, it is not considered that a refusal on highway grounds could be upheld at appeal.

Refuse storage

- 8.18 There is sufficient space to the rear of the property for bin storage and a triple bin store is detailed on the submitted plan. This would allow for outdoor storage of waste prior to refuse collection days. These facilities would ensure there was space to store refuse in the rear garden prior to refuse collection days.

9 CONCLUSION

- 9.1 The use of the property as a 4-person HIMO would provide an appropriate standard of accommodation for residents and would not have an undue impact upon the amenity of adjoining occupiers.
- 9.2 The proposed development would be in accordance with the requirements of Policies H1, H5, BN5, BN7 and S10 of the West Northamptonshire Joint Core Strategy, saved Policies E20 and H30 of the Northampton Local Plan, the Council's Houses in Multiple Occupation Supplementary Planning Document 2019 and the aims and objectives of the National Planning Policy Framework.

10 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: A870-1a.

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

3. The development hereby permitted shall be occupied by a maximum of 4 residents at any one time.

Reason: In the interests of amenity of the proposed occupiers and the surrounding area in accordance with Policies H1 and H5 of the West Northamptonshire Joint Core Strategy

4. The cycle storage shown on Plan Number A870-1a shall be implemented prior to the first occupation of the house in multiple occupation hereby approved and retained as such thereafter.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with Policies H1 and H5 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

5. The refuse storage shown on Plan Number A870-1a shall be implemented prior to the first occupation of the house in multiple occupation hereby approved and retained as such thereafter.

Reason: In the interests of amenity and to secure a satisfactory standard of development in accordance with Policies H1 and H5 of the West Northamptonshire Joint Core Strategy and the National Planning Policy Framework.

11 BACKGROUND PAPERS

- 11.1 File N/2020/0558.

12 LEGAL IMPLICATIONS

- 12.1 The development is CIL liable.

13 SUMMARY AND LINKS TO CORPORATE PLAN

- 13.1 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: **12 Cranstoun Street**

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Date: 17-07-2020

Scale: 1:800

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