

Application Number	09/0389/FUL	Agenda Item	
Date Received	14th May 2009	Officer	Mr John Evans
Target Date	9th July 2009		
Ward	Castle		
Site	18 - 18A St Peters Street Cambridge Cambridgeshire CB3 0BD		
Proposal	Refurbishment of existing college accommodation (8 bedrooms as existing) and workshop buildings to form 4 college bedrooms and 1-bedroom apartment with artists' studios in the former Langdon Building. Erection of new College accommodation to rear of site providing 3 bedrooms.		
Applicant	John Harris St Johns College Cambridge CB2 1TP		

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The application site is a rectangular shaped plot situated on the southern side of St Peters Street. The property is formed of 18 and 18A, which at present are 2 separate dwelling houses used as accommodation for 8 students. The plan form of the building is broadly U shaped, with 2 front projections which comprise of a single storey garage extension and the Langdon Building, a former carpenters and joiner's workshop.
- 1.2 Externally, the site is bounded by a 3m high wall which fronts Honey Hill to the east, and an approximately 2.5m wall to the western boundary with Honey Hill Mews. To the south, the curtilage of the property is defined with a 2m high wooden fence, beyond which are the Honey Hill Mews flats.
- 1.3 The building is Grade 2 Listed and the entire site is within the City of Cambridge Central Conservation Area.

2.0 THE PROPOSAL

- 2.1 This application comprises of 2 elements. The largely internal works to the main Listed Building and Langdon workshop, and

the erection of a linked dwelling, providing student accommodation and a studio flat within the rear garden area.

- 2.2 The proposed use of the building and extensions has changed from the previous scheme approved in 2002, (C/02/1294). The College has reviewed its needs and the scheme no longer seeks to provide further graduate accommodation, (17 student rooms previously approved). As such, this current proposal will provide predominantly family type accommodation. The new linked 3 bedroom dwelling and studio flat are likely to be suitable for postgraduate students with families and the existing 18/18A St Peters Street is to be converted into a single 4 bedroom dwelling, to be occupied by the College Chaplain. The front 2 storey workshop projection will be converted to 6 small artists' studio/workshop areas, within what is known as the Langdon Building.
- 2.3 To rear of site, the new linked 3 bedroom dwelling house is provided over 3 levels. The main plan form of the dwelling is rectangular, with an overall projection of approximately 17m to the south west from the rear wall of the main Listed Building. The link section is set down from the new dwelling by 2m and there is access through to the refuse store and garden area, underneath, on the ground floor.
- 2.4 The new dwelling and link will be finished with timber boarding and areas of glazing.
- 2.5 The application is accompanied by the following supporting information:
1. Design and Access Statement
 2. Heritage Statement
 3. Planning Statement
 4. Structural Engineers Report

3.0 SITE HISTORY

Reference	Description	Outcome
C/01/1374	Demolition of the langdon workshop building and other buildings in association with Planning Reference C/01/1373/FP.	Approved

C/01/1373	Conversion of existing house and extension to form student hostel and 2no flats.	Withdrawn
C/02/1291	Internal and external alterations and demolition of extensions to Grade II Listed Building.	Approved
C/02/1294	Conversion of existing house and extension to form student hostel and 2No. fellows flats.	Approved

4.0 PUBLICITY

4.1	Advertisement:	Yes
	Adjoining Owners:	Yes
	Site Notice Displayed:	Yes

5.0 POLICY

5.1 Central Government Advice

5.2 PPS1 Delivering Sustainable Development (2005): Paragraphs 7 and 8 state that national policies and regional and local development plans (regional spatial strategies and local development frameworks) provide the framework for planning for sustainable development and for development to be managed effectively. This plan-led system, and the certainty and predictability it aims to provide, is central to planning and plays the key role in integrating sustainable development objectives. Where the development plan contains relevant policies, applications for planning permission should be determined in line with the plan, unless material considerations indicate otherwise.

5.3 Planning Policy Statement 3 (PPS 3) Housing : Sets out to deliver housing which is: of high quality and is well designed; that provides a mix of housing, both market and affordable, particularly in terms of tenure and price; supports a wide variety of households in all areas; sufficient in quantity taking into account need and demand and which improves choice; sustainable in terms of location and which offers a good range of community facilities with good access to jobs, services and infrastructure; efficient and effective in the use of land, including the re-use of previously developed land, where appropriate. The

statement promotes housing policies that are based on Strategic Housing Market Assessments that should inform the affordable housing % target, including the size and type of affordable housing required, and the likely profile of household types requiring market housing, including families with children, single persons and couples. The guidance states that LPA's may wish to set out a range of densities across the plan area rather than one broad density range. 30 dwellings per hectare is set out as an indicative minimum. Paragraph 50 states that the density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. Applicants are encouraged to demonstrate a positive approach to renewable energy and sustainable development.

5.4 **PPG15 Planning and the Historic Environment (1994):** This guidance provides advice on the identification and protection of historic buildings, conservation areas and other elements of the historic environment.

5.5 **Circular 11/95 – The Use of Conditions in Planning Permissions:** Advises that conditions should be necessary, relevant to planning, relevant to the development permitted, enforceable, precise and reasonable in all other respects.

5.6 **Circular 05/2005 - Planning Obligations:** Advises that planning obligations must be relevant to planning, necessary, directly related to the proposed development, fairly and reasonably related in scale and kind and reasonable in all other respect.

5.7 **East of England Plan 2008**

ENV6 The historic environment

ENV7 Quality in the built environment

5.8 **Cambridge Local Plan 2006**

3/1 Sustainable development

3/4 Responding to context

3/7 Creating successful places

3/11 The design of external spaces

3/12 The design of new buildings

3/14 Extending buildings

4/4 Trees
4/10 Listed Buildings
4/11 Conservation Areas
4/13 Pollution and amenity
7/7 College and University of Cambridge Staff and Student
Housing
8/2 Transport impact
8/4 Walking and Cycling accessibility
8/6 Cycle parking
8/10 Off-street car parking

5.9 **Supplementary Planning Documents**

Cambridge City Council (May 2007) – Sustainable Design and Construction: Sets out essential and recommended design considerations of relevance to sustainable design and construction. Applicants for major developments are required to submit a sustainability checklist along with a corresponding sustainability statement that should set out information indicated in the checklist. Essential design considerations relate directly to specific policies in the Cambridge Local Plan 2006. Recommended considerations are ones that the council would like to see in major developments. Essential design considerations are urban design, transport, movement and accessibility, sustainable drainage (urban extensions), energy, recycling and waste facilities, biodiversity and pollution. Recommended design considerations are climate change adaptation, water, materials and construction waste and historic environment.

5.10 **Material Considerations**

Cambridge City Council (2006) - Open Space and Recreation Strategy: Gives guidance on the provision of open space and recreation facilities through development.

Cambridge Historic Core – Conservation Area Appraisal (2005): Provides an appraisal of the Historic Core of Cambridge.

6.0 **CONSULTATIONS**

Cambridgeshire County Council (Highways)

- 6.1 No Objections. The existing and future residents do not qualify for Residents Parking permits on the parking schemes within the surrounding streets.

Head of Environmental Services

- 6.2 No objections in principle, subject to the imposition of conditions relating to construction hours and waste.
- 6.3 The above responses are a summary of the comments that have been received. Full details of the consultation responses can be inspected on the application file.

7.0 REPRESENTATIONS

- 7.1 Councillor Hipkin has commented on this application. The representation is set out below:

Dear John

I have concerns about the impact of this proposal upon neighbouring properties and would therefore request that it should be brought before the West Central Area Committee for determination.

John Hipkin

- 7.2 The owners/occupiers of the following addresses have made representations: 10 Honey Hill Mews and 13 Honey Hill Gardens and Honey Hill Mews (1990) Limited (the company that owns and manages the land and buildings of Honey Hill Mews).
- 7.3 The representations can be summarised as follows:
- The proposed redevelopment would be an over intense development in a domestic residential area with the rear 3 storey new build out of keeping with adjacent buildings.
 - The proposal extends back behind the current rear building line of the adjacent properties.
 - The new build is too high as it rises above the gutter level of the Honey Hill Mews flats.

- The proposed works would block views of St Peters Church and Castle Mound.
- The proposed building should be sufficiently clear of the joint boundary with Honey Hill Mews to allow for maintenance.
- The proposed flat roofing is unacceptable in the neighbourhood.
- Inadequate parking provision.
- Level of nuisance caused by noise.
- No provision for cars and motorcycles or deliveries.

7.4 The above representations are a summary of the comments that have been received. Full details of the representations can be inspected on the application file.

8.0 ASSESSMENT

8.1 From the consultation responses and representations received and from my inspection of the site and the surroundings, I consider that the main issues are:

1. Principle of development
2. Character and appearance of the Listed Building and Conservation Area
3. Residential amenity
4. Car and cycle parking
5. Refuse arrangements
6. Third party representations
7. Planning Obligation Strategy

Principle of Development

8.2 The Development of 'windfall' student hostel sites is supported by policy 7/7, subject to amenity considerations; the proximity to the institutions they serve; supervision, if necessary, and provided that the proposal would not result in the loss of any family residential accommodation, in accordance with Local Plan policy 7/7.

- 8.3 Both 18 and 18A St Peters Street have an established use for student accommodation so there would not therefore be any loss of residential family dwellings. The nature and scale of the accommodation to be provided would mean that supervision is not necessary on this site. The impact of the extensions on amenity are considered in more detail within the report below.
- 8.4 In my opinion, the principle of the development is acceptable and in accordance with policy 7/7.

Character and appearance of the Listed Building and Conservation Area

- 8.5 The key issue relates to the impact of the extensions, alterations and new building on the character and appearance of the Grade 2 Listed Building, and its wider setting within the Conservation Area. Planning permission has already been granted for a similar scheme in 2002, although this was not implemented. This report considers the appropriateness of this current scheme in light of this previous approval.
- 8.6 The key difference between the previous consent and the current application relates to the overall height of the building and its junction with the Listed Building; which in turn forms the main thrust of objection from neighbouring properties. The previous building was approximately 2m lower in height, roughly in line with eaves level of the main building. Whereas the height of the new dwelling is approximately 2m above the eaves of the existing building. Whilst concerns are noted regarding its overall height, in particular the relationship of the new building with the adjacent flats, its proportions are considered to be on balance acceptable, for 3 main reasons.
- 8.7 Firstly, the overall form and proportions of this current scheme is in my view an improvement on the previous 2002 application. Local Plan policy 3/12 states that new buildings should have a positive impact on their setting in terms of location on the site, height, scale, form, materials, detailing and wider townscape views. Extensions to existing buildings should also reflect or successfully contrast their form and architectural detailing, should not dominate neighbouring buildings and, within a Conservation Area, should seek to preserve or enhance its character and appearance. The proposed linked dwelling provides an improved separation between the existing semi

detached Listed Building by leaving the majority of the rear elevation of the Listed Building as original, with the introduction of the recessed link section. The new dwelling has been designed with a stronger definition and as a separate form, and the removal of the 2 storey flat roof infill section that was previously approved is an improvement to the junction with the existing Listed Building and the new additions.

- 8.8 Secondly, the new building should be considered in terms of its overall composition with the Listed Building. The Listed Building is characterised by the extensions of the Langdon workshop and garage, therefore a larger extension to the rear, which is clearly set apart from the main the Listed Building, would not in my view be unduly out of character. The principle of a relatively large extension to the rear of the property is well established with the approval of the previous scheme in 2002.
- 8.9 Thirdly, whilst the new building rises above the eaves level of the Listed Building at its highest point, the roof slopes back at a shallow angle which reduces its overall prominence, particularly when viewed from within Honey Hill Mews, and the high wall to the boundary with Honey Hill will mean that only partial views of the building will be possible. In my view, despite the general character of the area being typified by pitched roof forms, the relatively secluded nature of the site will mean that the new building will not unduly visually compete with either the Listed Building, adjacent flats or other buildings within the wider Conservation Area.
- 8.10 Internally, the proposal to convert the 2 properties into 1 dwelling suitable for the College Chaplain, is considered acceptable by the Council's Conservation Team. This is subject to as much of the historic layout of the 2 semi detached properties remaining as possible. There is some concern about the demolition of the partitions to the northern end of the property and the retention of the 'winder staircase'. However, amended plans have been received which clarify the retention of the door and partition, to the benefit of the historic interest of the building.
- 8.11 The first floor alterations are much less radical in the main houses. The conversion of front eastern rooms to bathrooms is acceptable subject to dealing with air extracts and other visually intrusive elements. The blocking of the link through to the

historic extension is acceptable subject to detail. The retention of the good sash window frames, skirtings, picture rails, fireplaces, will be essential and can be ensured through the imposition of suitable planning conditions attached to the concurrent Listed Building consent.

- 8.12 To the front of the building, the alterations to the Langdon building are considered to be in keeping with its character and appearance. The Langdon Building is in a very frail structural condition. This scheme will put it back into use, albeit with relatively major structural upgrades, which is unlikely to be avoidable.
- 8.13 In my opinion the proposal will not detract from the character and appearance of the Listed Building and Conservation Area and is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, 3/12, 3/14, 4/10 and 4/11.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.14 The main impact of the development will be that of the linked pavilion in relation to the adjacent flats at Honey Hill Mews. The new dwelling will be positioned approximately 0.5m from the north facing wall of this building, although this elevation does not contain any window openings. The building transgresses beyond the western building line of the Honey Mews flats by 2.5m at a height of 6.5m. Whilst there will be some sense of enclosure and visual impact created, the development is not considered to be so harmful as to justify a recommendation of refusal. The overall increase in height of the building compared with the previous approval would not in my view create a significant loss of amenity, particular given the orientation of the flats to the north and the amount of sunlight received through the day. The glazing at the end of the southern elevation of the new building, which serves the internal stairs, can be ensured to be fitted with obscured glazing through the imposition of a suitable planning condition, (condition 3).
- 8.15 The development would also result in an increase in comings and goings of future occupiers along the northwest flank of the building. This relationship is however very similar to that previously approved in 2002. The proposed new window within

the reconstructed northwest flank wall, which serves the studio flat, can be ensured to be fitted with obscured glazed to prevent overlooking of the neighbouring garden of number 1 The Terrace, (condition 3).

- 8.16 In my opinion the proposal adequately respects the residential amenity of its neighbours and the constraints of the site and I consider that it is compliant and Cambridge Local Plan (2006) policies 3/4 and 3/7.

Amenity for future occupiers of the site

- 8.17 The proposed development will not result in a greater density of occupants using the site as a whole. Whilst the garden area will be reduced in size given the erection of the new dwelling, the remaining space is of sufficient size to serve the needs of the future occupiers of this College accommodation.
- 8.18 In my opinion the proposal provides a high-quality living environment and an appropriate standard of residential amenity for future occupiers, and I consider that in this respect it is compliant with Cambridge Local Plan (2006) policies 3/7 and 3/12 and 3/14.

Car and Cycle Parking

- 8.19 This development adequately provides for car and cycle parking. The adopted car parking standards allow for a maximum of 1 car parking space for each house and the studio flat. However, given that the 2 new separate units are part of the overall College hostel accommodation and that there will be a decrease in the intensity with which the existing Listed Building will be used, the 1 car parking space provided is considered acceptable. The imposition of a suitable planning condition will ensure that the new linked dwelling and studio flat remain within student use administered by the University of Cambridge, who are subject to a system of parking control, (condition 2).
- 8.20 Secure bicycle parking is provided within the existing refurbished garage area and outside spaces to the north western access adjacent to the existing Listed Building. This provision adequately meets the standards required within the Council's adopted car parking standards. In my opinion the

proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Refuse Arrangements

- 8.21 The development provides secure covered refuse storage areas which are integrated into the recessed link for the studio flat and the ground floor of the new dwelling. In my opinion this aspect of the proposal is compliant with Cambridge Local Plan (2006) policy 3/12 and 3/14.

Third Party Representations

- 8.22 The majority of the points within the representations received have been considered within the above report. In addition the following issues has been raised:

- *Noise nuisance from the proposed development*

The proposed development would result in a much lower intensity of development compared with the previously approved scheme, where accommodation was sought for 17 students. This scheme will provide 3 separate units of accommodation within the site, the new 3 bedroom dwelling to the rear, the studio flat and the refurbished Listed Building, which will be occupied by much fewer numbers than the previous proposal. The refurbishment of the Langdon building to workshop/studio space will result in some increase in activity levels on the site, although this is effectively an existing historic use and is only likely to be used during the daytime.

Planning Obligation Strategy

- 8.23 The Planning Obligation Strategy (2004) provides a framework for expenditure of financial contributions collected through planning obligations.
- 8.24 The proposal will convert the existing 8 bedroom student accommodation into a 4 bedroom dwelling, which is to occupied by the College Chaplain. The additional bedrooms provided by the extension and new build elements of the proposal will not exceed the original 8 bedroom student lets. On this basis contributions are not required under the Council's Planning Obligation Strategy.

9.0 CONCLUSION

The proposed refurbishment and linked dwelling will not detract from the character, appearance or historic interest of the Grade 2 Listed Building or unduly detract from the amenities currently enjoyed by neighbouring properties. Essential facilities such as bin storage and cycle parking are adequately integrated into the overall development. Approval is recommended.

10.0 RECOMMENDATION

APPROVE and subject to the following conditions:

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

Reason: In accordance with the requirements of section 51 of the Planning and Compulsory Purchase Act 2004.

2. The new dwelling and studio flat hereby permitted shall only be used for the provision of residential accommodation for students attending full-time courses of education at the University of Cambridge and who are subject to proctorial control or by delegates attending conferences organised by St John's College, Cambridge.

Reason: Because inadequate off street parking is available on site and the use of the building for any other purpose would require re-examination of its impact, Cambridge Local Plan 2006 policy 8/2.

3. The following windows shall be fitted with obscured glass and permanently retained in that condition unless otherwise agreed in writing by the Local Planning Authority.

a) The proposed window within the southern rear elevation of the new 3 bedroom dwelling that serves the stairs, which faces towards Honey Hill Mews.

b) The proposed first floor, north western flank bedroom window serving the studio flat.

Reason: In the interests of neighbouring amenity, Cambridge Local Plan 2006 policy 3/4.

4. Full details of the roof glazing system including materials, edge and flashing methods shall be submitted to and approved in writing by the Local Planning Authority. Large-scale cross-section drawings may be appropriate to show details. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the character and appearance of the Listed Building and Conservation Area, Cambridge Local Plan 2006 policies 4/10 and 4/11.

5. Full details of the roof/wall junction(s), including eaves, soffits, weathering and rainwater drainage are shall be submitted to and agreed in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the character and appearance of the Listed Building and Conservation Area, Cambridge Local Plan 2006 policies 4/10 and 4/11.

6. Full details of the glass type(s) to be used in windows/doors/screens/roofs or other glazed features 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. (It may be necessary to submit samples to discharge this Condition).

Reason: In the interests of the character and appearance of the Listed Building and Conservation Area, Cambridge Local Plan 2006 policies 4/10 and 4/11.

7. Prior to the commencement of the development samples of timber boarding including details of the type, surface (sawn or planed) and surface finish (paint or stain or self-colour) shall be submitted and approved by the Local Planning Authority in writing. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the character and appearance of the Listed Building and Conservation Area, Cambridge Local Plan 2006 policies 4/10 and 4/11.

8. Except with the prior written agreement of the local planning authority in writing no construction work or demolition shall be carried out or plant operated other than between the following hours: 0800 hours to 1800 hours Monday to Friday, 0800 hours to 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2006 policy 4/13)

9. Prior to the commencement of the use hereby permitted, the on-site storage facilities for waste including waste for recycling and the arrangements for the disposal of waste detailed on the approved plans shall be provided. The approved arrangements shall thereafter be maintained unless alternative arrangements are agreed in writing by the local planning authority.

Reason: In the interests of the amenities of future occupiers, Cambridge Local Plan policy 3/12.

10. No development approved by this permission shall be commenced prior to a contaminated land assessment and associated remedial strategy, together with a timetable of works, being submitted to the LPA for approval.

(a)The contaminated land assessment shall include a desk study to be submitted to the LPA for approval. The desk study shall detail the history of the site uses and propose a site investigation strategy based on the relevant information discovered by the desk study. The strategy shall be approved by the LPA prior to investigations commencing on site.

(b)The site investigation, including relevant soil, soil gas, surface and groundwater sampling, shall be carried out by a suitable qualified and accredited consultant/contractor in accordance with a quality assured sampling and analysis methodology.

(c) A site investigation report detailing all investigative works and sampling on site, together with the results of the analysis, risk assessment to any receptors and a proposed remediation strategy shall be submitted to the LPA. The LPA shall approve such remedial works as required prior to any remediation commencing on site. The works shall be of such a nature as to render harmless the identified contamination given the proposed end use of the site and surrounding environment including any controlled waters.

(d) Approved remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance.

(e) If, during the works contamination is encountered which has not previously been identified then the additional contamination shall be fully assessed and an appropriate remediation scheme agreed with the LPA.

(f) Upon completion of the works, this condition shall not be discharged until a closure report has been submitted to and approved by the LPA. The closure report shall include details of the proposed remediation works and quality assurance certificates to show that the works have been carried out in full in accordance with the approved methodology. Details of any post-remedial sampling and analysis to show the site has reached the required clean-up criteria shall be included in the closure report together with the necessary documentation detailing what waste materials have been removed from site.

Reason: In the interests of the amenities of future occupiers, Cambridge Local Plan 2006 policy 4/13.

Reasons for Approval

1. This development has been approved, conditionally, because subject to those requirements it is considered to generally conform to the Development Plan, particularly the following policies:

East of England plan 2008: ENV6 and ENV7

Cambridge Local Plan (2006): 3/1, 3/4, 3/7, 3/11, 3/12, 3/14, 4/4, 4/11, 4/13, 7/7, 8/2,

2. The decision has been made having had regard to all other material planning considerations, none of which was considered to have been of such significance as to justify doing other than grant planning permission.

These reasons for approval can be a summary of the reasons for grant of planning permission only. For further detail on the decision please see the officer report by visiting the Council Planning Department.

INFORMATIVE: New development can sometimes cause inconvenience, disturbance and disruption to local residents, businesses and passers by. As a result the City Council runs a Considerate Contractor Scheme aimed at promoting high standards of care during construction. The City Council encourages the developer of the site, through its building contractor, to join the scheme and agree to comply with the model Code of Good Practice, in the interests of good neighbourliness. Information about the scheme can be obtained from The Considerate Contractor project Officer in the Planning Department (Tel: 01223 457121).

INFORMATIVE: The Housing Act 2004 introduces the Housing Health & Safety Rating System as a way to ensure that all residential premises provide a safe and healthy environment to any future occupiers or visitors.

Each of the dwellings must be built to ensure that there are no unacceptable hazards for example ensuring adequate fire precautions are installed; all habitable rooms have adequate lighting and floor area etc.

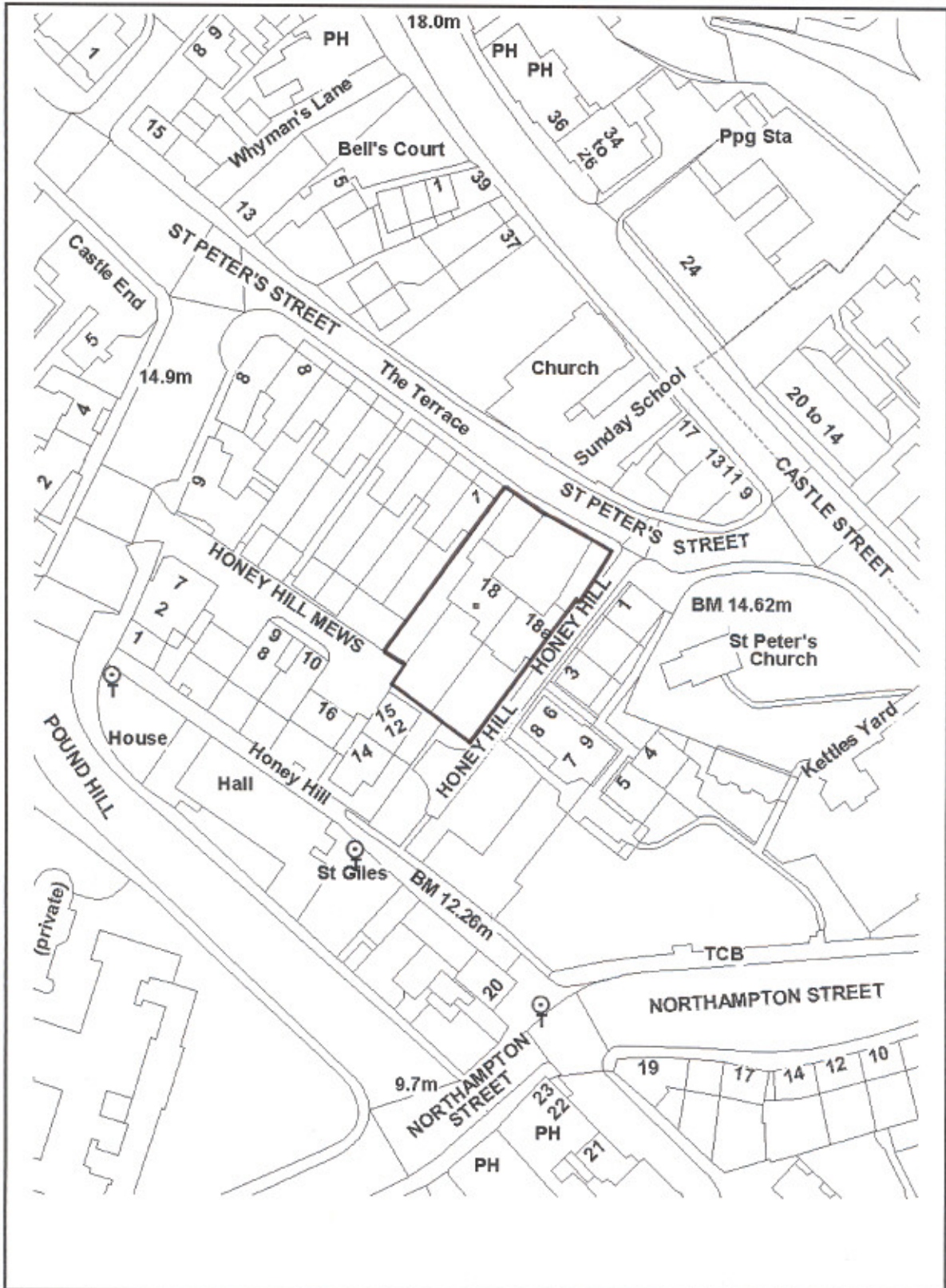
The applicant/agent is advised to contact housing standards at Mandela House, 4 Regent Street, Cambridge and Building Control concerning fire precautions, means of escape and the HHSRS

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Under Section 100D of the Local Government Act 1972, the following are “background papers” for each report on a planning application:

1. The planning application and plans;
2. Any explanatory or accompanying letter or document from the applicant;
3. Comments of Council departments on the application;
4. Comments or representations by third parties on the application as referred to in the report plus any additional comments received before the meeting at which the application is considered; unless (in each case) the document discloses “exempt or confidential information”
5. Any Structure Plan, Local Plan or Council Policy Document referred to in individual reports.

These papers may be inspected by contacting John Summers (Ext.7103) in the Planning Department.



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