

Application Number	15/2362/FUL	Agenda Item	
Date Received	18th December 2015	Officer	Michael Hammond
Target Date	12th February 2016		
Ward	West Chesterton		
Site	39 Springfield Road Cambridge Cambridgeshire CB4 1AD		
Proposal	Change of use from residential property (C3) to a bed and breakfast (C1).		
Applicant	Miss Celesta Braithwaite 39 Springfield Road Cambridge Cambridgeshire cb4 1ad United Kingdom		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none">- The proposal accords with policy 5/4 of the Local Plan.- The proposal complies with policy 6/3 of the Local Plan. <p>The proposal would not significantly impact on residential amenity.</p>
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

- 1.1 The site comprises a two storey residential property situated on the west side of Springfield Road, set back from the established building line of the terraced properties along Springfield Road. The site has a small front patio garden area and a forecourt which is divided from the patio by a high brick wall and fence. The forecourt has an enclosed bin store and cycle stands. The surrounding area is predominantly residential in character and is formed primarily of two-storey terraced properties, although Whichcote House adjacent to the site is an anomaly to the more traditional character along this road.

- 1.2 The site falls outside of the controlled parking zone and there are no other site constraints.

2.0 THE PROPOSAL

- 2.1 The proposals seek full planning permission for a change of use from residential dwelling to Bed and Breakfast. There would be no physical external alterations proposed to the property.

3.0 SITE HISTORY

Reference	Description	Outcome
13/1824/FUL	Two storey side extension - 1 bedroom self contained annex	WDN 20.02.2014
12/0208/S73	Application to vary condition of planning application ref: 08/1070/FUL for single storey front extension and bike/bin store to front of dwelling	PERM 13.04.2012
08/1070/FUL	Single storey front extension and bike and bin store to front of dwellinghouse	PERM 04.09.2008

4.0 PUBLICITY

- | | | |
|-----|------------------------|-----|
| 4.1 | Advertisement: | No |
| | Adjoining Owners: | Yes |
| | Site Notice Displayed: | No |

5.0 POLICY

- 5.1 See Appendix 1 for full details of Central Government Guidance, Cambridge Local Plan 2006 policies, Supplementary Planning Documents and Material Considerations.

5.2 Relevant Development Plan policies

PLAN		POLICY NUMBER
Cambridge Plan 2006	Local	3/1 3/4
		4/13 4/15
		5/4
		6/3
		8/1 8/2 8/4 8/6 8/10

5.3 Relevant Central Government Guidance, Supplementary Planning Documents and Material Considerations

Central Government Guidance	National Planning Policy Framework March 2012
	National Planning Policy Framework – Planning Practice Guidance March 2014
	Circular 11/95

5.4 Status of Proposed Submission – Cambridge Local Plan

Planning applications should be determined in accordance with policies in the adopted Development Plan and advice set out in the NPPF. However, after consideration of adopted plans and the NPPF, policies in emerging plans can also be given some weight when determining applications. For Cambridge, therefore, the emerging revised Local Plan as published for consultation on 19 July 2013 can be taken into account, especially those policies where there are no or limited objections to it. However it is likely, in the vast majority of instances, that the adopted development plan and the NPPF will have considerably more weight than emerging policies in the revised Local Plan.

For the application considered in this report, there are no policies in the emerging Local Plan that should be taken into account.

6.0 CONSULTATIONS

Cambridgeshire County Council (Highways Development Management)

- 6.1 No off-street car parking provision is made for the bed and breakfast visitor accommodation.
- 6.2 The development may therefore impose additional parking demands upon the on-street parking on the surrounding streets and, whilst this is unlikely to result in any significant adverse impact upon highway safety, there is potentially an impact upon residential amenity which the Planning Authority may wish to consider when assessing this application.
- 6.3 The applicant must show the dimensions for the proposed car parking spaces, which should measure 2.5m x 5m. Please provide this information to the Highway Authority for comment prior to determination of this application.

Environmental Health

- 6.4 The proposals are acceptable subject to a condition relating to construction hours and a food safety informative.
- 6.5 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 The owners/occupiers of the following addresses have made representations:
24 Springfield Road (2 letters)
- 7.2 The representations can be summarised as follows:

Parking/vehicle movements

- ☐ As already noted within the consultee comment by

Cambridgeshire Highways, the development will have a significant deleterious impact on residential amenity as a result of the additional parking demands imposed. It is widely acknowledged that Springfield Road and neighbouring streets cannot support such additional traffic. This is even more pertinent should the proposed loss of parking on Milton Road go ahead. We are particularly concerned about the disruption and blockages to traffic flow that would be caused during the arrival and departures of bed and breakfast guests either by private cars or taxis as, with the extremely limited off road parking, these cars/taxis will inevitably stop on the single lane road while passengers and/or luggage are transferred.

Noise and disturbance

- As noted above, the unavoidable increase in vehicles, especially when offloading or picking up passengers and/or luggage will lead to increased noise and disturbance on such a narrow road. The majority of house fronts are within 2.5 metres of the road, so traffic noise within these homes can be significant if vehicles idle outside.

7.3 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 . Residential amenity

- 3 . Refuse arrangements
- 4 . Highway safety
- 5 . Car and cycle parking
- 6 . Third party representations

Principle of Development

8.2 Policy 5/4 of the Local Plan (2006) states that the redevelopment of existing dwellings or the change of use of residential accommodation to other uses will not be permitted unless it can be demonstrated that:

- a) The property is unfit for human habitation and cannot be rehabilitated;
- b) It is a subsidiary part of a non-residential property without any practical means of separate access being provided;
- c) It is a Listed Building which can best be preserved through change of use;
- d) It is necessary for the provision of community facilities for which there is a need in Cambridge; or
- e) The lost accommodation is replaced by at least an equivalent amount of new residential floorspace. Such provision will be made on site unless otherwise agreed.

8.3 I consider the proposal to be compliant with criteria E of this policy. There would still be a dedicated permanent residential accommodation floorspace for the owner of the site. Furthermore, the proposal will still be providing a means of residential accommodation in the city for up to four other persons, albeit on a more temporary basis.

8.4 Policy 6/3 of the Local Plan (2006) states that development which maintains, strengthens and diversifies the range of short-stay accommodation will be permitted. Provision should be made for disabled visitors. In the case of change from residential use, part of the accommodation must be retained as permanent residential accommodation.

8.5 With respect to the provision for disabled visitors, the explanatory text in the Local Plan (2006) regarding this policy explains that accommodation with over six guest bedrooms should have at least one accessible room. As the application is for four short-stay bedrooms the proposal does not have to provide a dedicated accessible room. Two of the bedrooms

would be on the ground floor, and having visited the site, it is confirmed that the breakfast room double doors would provide level access into the premises if required. Part of the site would be retained for permanent residential accommodation to be used by the owner.

- 8.6 In my opinion, the principle of the development is acceptable and in accordance with policies 5/4 and 6/3 of the Local Plan (2006).

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.7 As there are no external alterations proposed, there would not be any overshadowing, visual enclosure or overlooking towards neighbouring properties resulting from this change of use.
- 8.8 I do not believe the proposed change of use would result in any significant noise disturbance to neighbouring properties. The proposal is for four bedrooms so there would only be a maximum of eight short-stay visitors at any one time. The existing property could be occupied by six people as a dwelling house or a house in multiple occupation without the need for planning permission, and so I do not consider the additional two people that the proposal would introduce beyond this would be a significant increase. The patio garden area is already in use in a residential manner and so I do not consider the change of use would lead to a significant increase in noise and disturbance compared to the existing use. A condition has been recommended to limit the numbers of visitors on-site to no more than eight people at any one time.
- 8.9 It is acknowledged that a concern has been raised regarding the noise and disturbance the proposed change of could cause by way of offloading/ picking up of passengers to and from the site. However, I consider that given the proposal only includes four short-stay bedrooms, the intensity and frequency of visitors being dropped off/ picked up outside the site would not be so significant as to adversely impact on the amenity of properties in the surrounding area. The concept of imposing a management plan by way of condition has been considered, but the offloading/ dropping off would most likely take place on the road of Springfield Road and outside of the applicants control

as it is not within the red-line plan. Therefore, I do not consider it would be reasonable or enforceable to impose this type of condition as the activity it would relate to is outside the red-line of the location plan and could not be enforced by the local planning authority.

- 8.10 The proposal retains the existing parking space on the forecourt of the site which would remain in use for the owner of the property. No dedicated parking would be provided for short-stay visitors. Springfield Road is a one-way street which is the subject of a high volume of on-street parking due to the lack of dedicated parking for residents of Springfield Road. A concern has been raised in relation to the increase in traffic/ parking that would result from the proposed change of use. However, as the site would be within walking distance of bus stops along Milton Road and Chesterton Road, coupled with the fact that the City Council has maximum parking standards, I do not consider the change of use would warrant refusal in terms of the impact of parking on residential amenity.
- 8.11 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 with Cambridge Local Plan (2006) policies 3/4 and 3/7.

Refuse Arrangements

- 8.12 There is already a dedicated bin store on the forecourt of the site which would provide adequate space for bin storage.
- 8.13 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 3/12.

Highway Safety

- 8.14 The highway authority has recommended details of the proposed parking space be provided. However, as the parking arrangements are identical to that of the existing arrangements, I do not consider this additional information necessary.
- 8.15 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.16 The proposal provides one car parking space for the permanent occupiers of the property and no parking for short-stay visitors. This is in accordance with the maximum car parking standards of the Local Plan (2006).
- 8.17 Ten cycle spaces would be provided for users of the site and this is above the minimum cycle parking standards for this type of development.
- 8.18 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

- 8.19 The majority of the concerns raised have been addressed in the main body of this report.
- 8.20 I do not consider that taxis using Springfield Road would block the road for such extensive amounts of time to cause significant harm to neighbour amenity. The number of short-stay rooms would not be so great as to likely lead to considerable numbers of trip to and from the site.

9.0 CONCLUSION

- 9.1 The principle of development complies with Local Plan policies. The proposal would not adversely impact on neighbour amenity. Approval is recommended

10.0 RECOMMENDATION

APPROVE subject to the imposition of 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 development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

3. The bed and breakfast shall be occupied by no more than eight visitors at any one time.

Reason: A more intensive use would need to be reassessed in interests of the amenity of neighbouring properties. (Cambridge Local Plan 2006, policy 3/7)