

Application Number	16/1442/FUL	Agenda Item	
Date Received	4th August 2016	Officer	Michael Hammond
Target Date	29th September 2016		
Ward	Petersfield		
Site	56 Sturton Street Cambridge CB1 2QA		
Proposal	Change of use to 10 bed HMO with up to 10 persons. Single storey rear extensions and roof extension incorporating additional rear dormer window.		
Applicant	Mr Zafar 56 Sturton Street Cambridge CB1 2QA		

SUMMARY	<p>The development accords with the Development Plan for the following reasons:</p> <ul style="list-style-type: none"> - The proposal would preserve the character and appearance of the Conservation Area. - The proposed works and change of use would respect the amenity of nearby properties. - The proposal would provide an acceptable living environment for future occupants.
RECOMMENDATION	APPROVAL

1.0 SITE DESCRIPTION/AREA CONTEXT

1.1 The application site, no.56 Sturton Street, is comprised of a large two-and-a-half storey semi-detached dwelling situated on the east side of Sturton Street. There are two car parking spaces at the front of the site and a large garden to the rear. The building is constructed in a combination of brick, stone and render, with a pitched tiled roof, and has been extended at ground-floor, first-floor and roof level. The Cambridge Islamic College is immediately to the north of the site. The surrounding

area is predominantly residential in character and is formed of two-storey semi-detached and terraced dwellings.

1.2 The site falls within the Central Conservation Area.

2.0 THE PROPOSAL

2.1 The proposal seeks planning permission for the change of use of the property from a dwellinghouse to a 10 bedroom house in multiple occupation (HMO), with a maximum of 10 persons occupying the premises. The proposal also includes single-storey rear extensions and a roof extension incorporating an additional rear dormer window.

2.2 The proposed single-storey rear extensions would involve extending out from the rear wall by 2m at near full-width with a lean-to roof measuring approximately 2.5m to the eaves and 3.6m to the ridge. The existing flat roof single-storey extension, which projects deeper into the garden, would then be replaced with a pitched roof extension that is the same depth and roughly 0.7m wider. This replacement extension would be constructed with a pitched roof measuring 2.5m to the eaves and 3.5m to the ridge. The proposed works would be designed in matching materials to the existing building.

2.3 The proposed roof extension would project out of the rear roof plane in the form of a box type dormer, set marginally below the ridge line and in from the width of the roof. French doors are proposed on the rear elevation of the dormer which would lead on to the existing rear balcony.

2.4 The two existing car parking spaces at the front of the site would be retained. The garden at the rear of the property would also be available for use by future occupants and bin and cycle storage would be stored in this garden.

3.0 SITE HISTORY

Reference	Description	Outcome
C/81/0753	Erection of single-storey extension to front of existing dwelling house	Permitted.
C/79/0964	Erection of extensions and alterations to existing roof to	Refused.

C/79/0626	provide additional bedroom to existing dwelling house Erection of first floor extension, together with second floor extension, to existing dwelling house	Permitted.
C/77/0222	Erection of single storey and first floor extension to existing dwelling house.	Permitted.
C/70/0052	Extension to form two additional bedrooms	Permitted.

4.0 PUBLICITY

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

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 3/7 3/11 3/14 4/13 5/1 5/7 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
Supplementary Planning Guidance	Sustainable Design and Construction (May 2007) Cambridgeshire and Peterborough Waste Partnership (RECAP): Waste Management Design Guide Supplementary Planning Document (February 2012)
Material Considerations	<u>City Wide Guidance</u> Cycle Parking Guide for New Residential Developments (2010)
	<u>Area Guidelines</u> Mill Road Area Conservation Appraisal (2011)

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 Control)

- 6.1 The development is likely to impose additional parking demands upon the on-street parking on the surrounding streets. Whilst this is unlikely to result in any significant adverse impact upon highway safety, the Planning Authority may wish to consider the impact upon residential amenity.

Urban Design and Conservation team

- 6.2 The large roof dormer and other additions to this house within the Mill Road Conservation Area represent over development of this already greatly altered house and will have a further detrimental effect on the positive unlisted buildings adjacent. The increased use of the house with the additional bins required and potential additional car parking could have an adverse impact on the amenity of the conservation area.

Drainage Officer

- 6.3 No objection.

Environmental Health Team

- 6.4 No objection, subject to construction hours condition and housing health and safety informative.

Waste Team

- 6.5 No objection.
- 6.6 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 owner/occupier of the following address has made a representation neither objecting to or supporting the planning application:

- 57 Sturton Street

7.2 The representation can be summarised as follows:

- There would be an opportunity to restore the look of the front elevation roof to its original state and be more in keeping with the rest of the street.
- Opportunity to replace the stone cladding to a more sympathetic material.
- The waste storage should be implemented in accordance with drawings.
- The 10 residents should be discouraged from vehicle parking.

7.3 The owners/occupiers of the following addresses have made representations objecting to the planning application:

- 14 Sturton Street
- 14A Geldart Street

7.4 The representations can be summarised as follows:

- Increase in parking pressure/ vehicle movements.
- The HMO, if approved, would inadvertently turn into a boarding college due to its proximity to the Islamic College.
- Any alterations should bring the structure of the building back into line with the Conservation Area.
- What is the purpose of the Conservation Area or is it a case of turning a blind eye to any developer that applies?

7.5 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. Context of site, design and external spaces and Impact on Conservation Area
3. Residential amenity
4. Refuse arrangements
5. Highway safety
6. Car and cycle parking
7. Third party representations

Principle of Development

8.2 Cambridge Local Plan (2006) policy 5/7 states that the development of properties for multiple occupation will be permitted subject to:

- A) The potential impact on the residential amenity of the local area;
- B) The suitability of the building or site; and
- C) The proximity of bus stops and pedestrian and cycle routes, shops and other local services.

8.3 The application has been assessed against each of these criteria within the 'Residential Amenity' section of this report.

Context of site, design and external spaces and Impact on Conservation Area

8.4 The proposed works are all situated to the rear of the site and would not be visible from the street scene or other public viewpoints.

8.5 The proposed single-storey rear extensions are relatively modest in scale and design and would not appear out of context with the existing building or surrounding area. The Conservation Team has objected to the proposal and states that the additions to the house would represent an overdevelopment of the house as this property has already been extended in the past. However, at single-storey in scale and extending out to a depth of 2m at near full-width, I do not consider the proposed single-storey additions would unbalance the rear elevation of the building or represent an overdevelopment of the site.

- 8.6 The Conservation Team has also raised concerns with the proposed rear roof dormer and the detrimental effect this would have on the Conservation Area and positive unlisted buildings adjacent. Whilst I acknowledge that the box type design does not conform to the roof extensions design guide (2003), in this scenario I am of the opinion that the proposed works to the roof would preserve the character and appearance of the Conservation Area. The proposed dormer mirrors the fenestration and aesthetics of the existing front and rear dormers on the property. The proposed dormer is also set marginally below the existing ridge line and would still allow for a significant proportion of the rear roof plane to remain legible. Furthermore the proposed rear dormer would not be visible from any public viewpoints and the physical impact on the Conservation Area would consequently be negligible. As a result, I do not consider the proposed rear dormer would harm the character and appearance of the Conservation Area.
- 8.7 An objection has also been received from the Conservation Team in relation to the increased use of the house and the impacts that additional car parking and bin storage would have on the visual amenity of the area. The building is currently set up as an eight bedroom house and the proposal would change the use to a ten person HMO. The existing two car parking spaces at the front of the site would be retained and there would be a designated bin storage area behind a fence at the rear of the site which would not be visible from the public domain. In my opinion, the increase in occupants from eight to ten would not result in a significant enough change in the material use of the site to cause an adverse impact on the character and appearance of the Conservation Area. The site would remain in a residential use and the associated comings and goings, parking and refuse arrangements would be similar to that of present, thus preserving the character and appearance of the Conservation Area. A matching materials condition has been recommended.
- 8.8 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policies 3/4, 3/7, 3/11, 3/14 and 4/11.

Residential Amenity

Impact on amenity of neighbouring occupiers

- 8.9 The proposed near full-width single-storey rear extension would not be visible from any ground-floor windows of neighbouring properties and I am confident that this element of the proposed works would not harmfully impact on the amenity of neighbours.
- 8.10 The proposed change in the roof form of the rear-most single-storey aspect from a 2.7m high flat roof to a pitched roof with an eaves height of 2.5m and ridge of 3.5m would not detrimentally impact on the amenity of the neighbour at no.54 Sturton Street. The rear-most building line would not be increased in depth and the alteration in roof form would not harmfully overshadow or visually dominate the nearest ground-floor window of this neighbour.
- 8.11 The physical mass of the proposed rear dormer would not harmfully overshadow or visually dominate neighbours by virtue of its subservient scale and position on the rear roof plane of the building. The views out from the proposed rear window and balcony would allow for views across the rear garden of no.54 but this outlook would be similar to the existing rear balcony views. Furthermore, the existing two-storey rear wing of the building would block out most of the views towards this neighbour's garden.
- 8.12 The proposed change of use from an eight bedroom house to a ten person HMO would result in an increase in movements to and from the site. However, I do not envisage this increase would be significant enough to adversely impact on neighbour amenity. The material use of the site would be similar to that of present and the day-to-day activities and use of outdoor amenity space of a large HMO would not in my view result in any harmful noise and disturbance impacts on neighbours. There is currently no restriction on the number of people occupying the property and it is conceivable that at least one of the eight bedrooms is occupied by two persons. Therefore, I do not anticipate there would be any more than two additional persons occupying the premises as a result of the proposed change of use. Bin and cycle storage would be situated in the rear garden with an independent access from the street which would not involve people coming and going along the windows

or amenity spaces of any neighbouring properties. Vehicle movements on-site would mirror that of present as the existing two car parking spaces would be retained. In my opinion, the change of use would not harmfully impact on the amenity of neighbours from a noise perspective. A condition has been recommended to restrict the number of occupants to ten persons to protect neighbour amenity.

8.13 In my opinion the proposal would not lead to a significant increase in on-street parking along Sturton Street. The proposal would provide sufficient levels of cycle parking and the site is also well served by frequent bus routes to the south of the site along Mill Road. The Mill Road (West) District Centre is less than 400m away from the site and there are good cycle and walking links into the City Centre. As a result, I consider the site to be in a sustainable location and not reliant on private car use as the sole means of travel. The City Council has maximum parking standards and there is no policy requirement for on-site car parking. Notwithstanding this, the proposal would retain the existing two car parking spaces which would fall within the aforementioned maximum standards of the Cambridge Local Plan (2006). The intensification of the site from the change of use may increase vehicle movements to the site but I do not foresee this increase would exacerbate on-street parking to such an extent as to harmfully impact on the amenity of nearby properties.

8.14 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, 3/7 and 5/7.

Amenity for future occupiers of the site

8.15 The proposal would provide ten bedrooms which would all have acceptable outlooks and would have their own en-suite bathrooms. A large kitchen/ common room would be provided on the ground floor which leads onto the outdoor amenity space which would cover an area of approximately 85m². 10no. cycle parking spaces would be provided in the rear garden and 2no. car parking spaces would be retained at the front of the site. A bin storage area would be situated in the rear garden with a straightforward route to drag bins out to the kerbside of Sturton Street on collection days. The Mill Road (West) District Centre

is less than 400m away from the site and there are good cycle and walking links into the City Centre.

- 8.16 In my opinion the proposal provides an acceptable 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, 3/14 and 5/2.

Refuse Arrangements

- 8.17 The proposed positioning of bins in the rear garden and means of access onto Sturton Street on collection days is acceptable.
- 8.18 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 5/7.

Highway Safety

- 8.19 The Highway Authority has raised no objection to the proposal on the grounds of highway safety.
- 8.20 In my opinion the proposal is compliant with Cambridge Local Plan (2006) policy 8/2.

Car and Cycle Parking

- 8.21 Car parking has been addressed in paragraph 8.13 of this report.
- 8.22 The proposal indicates 10no. cycle spaces in the rear garden. This is acceptable in principle but a condition has been recommended for details of the type of cycle parking facilities to be provided as this information has not been provided in the application.
- 8.23 In my opinion, subject to condition, the proposal is compliant with Cambridge Local Plan (2006) policies 8/6 and 8/10.

Third Party Representations

- 8.24 The third party representations have been addressed in the table below:

Comment	Response
<p>There would be an opportunity to restore the look of the front elevation roof to its original state and be more in keeping with the rest of the street.</p> <p>Opportunity to replace the stone cladding to a more sympathetic material.</p> <p>Any alterations should bring the structure of the building back into line with the Conservation Area.</p>	<p>The application has been assessed on the basis of the works proposed by the applicant. The proposed works are considered to preserve the character and appearance of the Conservation Area.</p>
<p>The waste storage should be implemented in accordance with drawings.</p>	<p>The refuse arrangements would have to be implemented in accordance with the drawings. This would also be covered by HMO licensing regulations separately from planning.</p>
<p>The 10 residents should be discouraged from vehicle parking. Increase in parking pressure/ vehicle movements.</p>	<p>See paragraph 8.13 of this report.</p>
<p>The HMO, if approved, would inadvertently turn into a boarding college due to its proximity to the Islamic College.</p>	<p>The applicant has not applied for the site to be used as a residential institution (C2). The occupation of the HMO by students of the Islamic College would still fall within the planning use class of a large HMO (sui generis).</p>
<p>What is the purpose of the Conservation Area or is it a case of turning a blind eye to any developer that applies?</p>	<p>Each application is assessed on its own merits. The impacts of the proposal on the character and appearance of the Conservation Area have been assessed under paragraphs 8.4 – 8.8 of this report.</p>

9.0 CONCLUSION

9.1 The proposed works to the property would not harmfully overshadow, overlook or visually enclose any neighbouring

properties. The proposal is considered to preserve the character and appearance of the Conservation Area. The proposed change of use of the property to a ten person HMO would not harm the amenity of properties in the surrounding area in terms of noise and disturbance, as well as on-street parking. The proposal would provide an acceptable standard of living environment for future occupants. Approval is recommended.

10.0 RECOMMENDATION

APPROVE 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 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. No construction work or demolition work shall be carried out or plant operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 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)

4. The property shall be occupied by no more than ten people 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 policies 3/7 and 5/7)

5. Prior to occupation of the property, full details of facilities for the secured parking of bicycles for use in connection with the development hereby permitted shall be submitted to and approved by the local planning authority in writing. The approved facilities shall be provided in accordance with the approved details before use of the development commences.

Reason: To ensure appropriate provision for the secure storage of bicycles. (Cambridge Local Plan 2006 policy 8/6)

6. The extension hereby permitted shall be constructed in external materials to match the existing building in type, colour and texture.

Reason: To ensure that the extension is in keeping with the existing building. (Cambridge Local Plan 2006 policies 3/4, and 3/14)

INFORMATIVE: The Housing Act 2004 introduced 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.

Further information may be found here:

<https://www.cambridge.gov.uk/housing-health-and-safety-rating-system>